

NATIONAL MUNICIPAL REVIEW

1948

VOLUME XXXVII, NO. 5

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The contents of the NATIONAL MUNICIPAL REVIEW are indexed in the *Engineering Index Service*, the *Index to Legal Periodicals*, the *International Index to Periodicals* and in *Public Affairs Information Service*.

Letter to the Editor

To the Editor:

After reading the editorial comment in your issue of October 1947, it occurred to me that you might wish to receive a brief statement describing a project which has been carried on in the Montclair High School for a number of years, the aim of which is to try to make students more conscious of civic responsibilities.

In connection with a unit which is taken up each year in our senior United States history class on town government, a representative is selected from each class, approximately fifteen classes in all, to visit various departments of our town government. During a two-hour period in the morning officials in charge of such departments as police, fire, finance, public works, health, board of education and town development board meet these student representatives at their headquarters to outline the work which is done, problems which are encountered, and to answer questions which arise.

These students return to their classes to report and to lead a discussion on the results of their experiences. Different students are selected each week with the result that approximately one hundred members of the senior class make direct contact with some of our town officials.

As a preliminary step, early each fall a representative of the town government visits the school to give seniors an over-all view of municipal government.

As a result of these experiences high school students seem to develop considerable interest in these direct contacts with their government officials. At the same time representatives of the various departments of town government seem to be greatly stimulated as a result of this display of interest in democracy at work on the part of the students.

HAROLD A. FERGUSON, *Principal*
Montclair (New Jersey) High School

League Loses Two Honorary Vice Presidents

Chester H. Rowell, honorary vice president of the League for many years and a former member of the League's council, died on April 12 at the age of 80. Well known as author, lecturer, educator and political scientist, he was formerly editor of the old Fresno *Republican* and later the San Francisco *Chronicle*.

Harry Drackett, also recently deceased, became honorary vice president of the League in 1943 after serving on the council for three years. Mr. Drackett, a manufacturer, was well known in Cincinnati for his civic activities. He was president of the Cincinnati City Charter Committee from 1938 to 1946.

National Municipal Review

Editorial Comment

Starving the Watchdog

STATESMEN preach the gospel of states' rights and the need for strong, healthy, local self-government, but when they get into high office where their votes on specific questions can undermine or bolster these obvious basic needs of a workable democracy, they seem to have an unerring instinct—though perhaps unwittingly—for destruction.

Here are three specific current examples of first-rate importance which call for more careful and thoughtful consideration as well as for quick protest from persons and organizations devoted to the preservation of our system.

For 50 years the Governments Division of the Bureau of the Census has compiled data on the cost of state and local governments. These figures are of great value to governmental research and civic organizations, to public officials who are desperately attempting to keep government going on a dollar that is a mere shadow of its former self, and to federal and state agencies which are constantly working to clarify and simplify inter-governmental relationships.

Now the House of Representatives has voted to destroy this work. Its refusal to approve its modest appropriation of \$350,000 would have that effect. In doing this, the House voted \$50,000 to be used merely to devise a "more useful" program.

Vital as its work has been for many years, the Governments Division may not be a perfect operation.

Where is one? But improvements can be—indeed, have been—made without stopping a process which should have unbroken continuity, especially at a time when problems of public finance are so difficult. It has been claimed that there is a great diversity in the reports of the various states and municipalities. In a system like ours this is inevitable; and it is just as true in other fields for which the federal government gathers data. Progress has been made toward greater uniformity, with the encouragement of the Governments Division, but the very existence of the diversity makes all the more imperative a central agency which can reduce these reports to a common basis and present the key data in a uniform and comparable condition.

If it were not so starved for funds, the Governments Division could do much, while continuing to gather basic data, to encourage better and more uniform accounting and reporting methods by state and local governments.

Another example is the State Law Section of the Library of Congress which has existed for a quarter of a century. After months of careful study, the 79th Congress enlarged this program by establishing a current bill and acts service so that all state bills and acts would be separately checklisted and important acts summarized. This service was chiefly for federal departments and agencies which needed reliable, up-to-date in-

formation on state legislation. The states wanted this service, too, and cooperated fully individually and through the Council of State Governments.

But before the project could be carried through to completion for one single series of legislative sessions, the 80th Congress wiped it out altogether.

The third example is the Division of Federal-State Relations in the Department of Justice, which was launched about fifteen years ago to work for uniform crime laws among the states and gradually developed into a central clearing house for proposals on uniform legislation generally. Obviously there is much to be accomplished in this field. But in 1947 its funds were cut so low that only a skeleton force could be maintained.

These activities furnish the teeth for the watchdogs over the public treasury—the civic and research groups, the taxpayers associations; yes, and the many public officials who, despite opinion to the contrary, don't like the smell of pork barrels. They need facts. They are constantly asking the National Municipal League questions like these:

What are the per capita tax collections in other states and cities?

What are the laws of other states on elections, rent control, community property or the regulation of air commerce?

What are the costs and expenditure trends in comparable places for fire and police service, education, health, highway construction and maintenance?

Where is a good job being done for less?

This information can be gathered, analyzed and reduced to a comparable basis only by some central agency which has stability and continuity. It is needed by the millions of citizens who in the postwar years have been staging an encouraging revival of solid efforts to improve local and state affairs.

It is a doubtful economy to withhold these relatively small appropriations—mere chicken feed compared to others of undemonstrated value—in the light of the economy chain reaction which proceeds to all parts of the land on the sound pathways marked out by these coldly burning facts.

The Senate can perform a service by examining these needs in a thoughtful, thorough manner.

How to Plan Citizenship Day

Father of 'Manitowoc Plan' for inducting new voters as they come of age describes ideal setup for celebration.

By R. J. COLBERT*

EDITOR'S NOTE.—Because of the widespread interest in Citizenship Day, commonly known as "I Am an American Day," and the frequency with which its desirable and fundamental elements are overlooked, the REVIEW is publishing this description of how Citizenship Day is not only observed but carefully prepared for in the place of its origin.

IT IS becoming commonplace to observe and comment upon the lack of interest which many voters exhibit in both local and national affairs. Many citizens have become either confused or frightened at the infiltration of foreign doctrines into American ranks. The response to these observations is too often negative and therefore ineffective.

The only answer lies in a frank and dynamic stirring of the processes and principles which underlie democratic self-government. There is a recognized need for an educational program aimed at this goal. During 1938 and 1939, in Manitowoc, Wisconsin, through the leadership of the Extension Division of the University of Wisconsin such a program was initiated. It was directed at citizenship training and new voter induction. This Wisconsin demonstration has since attracted nation-wide interest.

The program started in Wis-

consin was motivated by efforts to develop sound and effective checks to two very unhealthy trends in American political life.

1. The increasing indifference of the voter in fulfilling his obligation in regard to local government especially, as indicated by the low ratio of votes cast.

2. The apparent increase in popularity and in vocal expression of types or breeds of communism and utopianism by students and others who have obvious lack of understanding of the democratic processes and the method by which American government serves the people.

The program is based on the following principles:

1. Becoming a voter carries with it responsibilities as well as rights, and these should be impressed upon the voter in such a way as to create *a will to action*.

2. The community, the state and the nation has a stake in the 21st birthday which could well become the occasion for the most impressive community dedication of the year.

3. The American way has its roots in local government. Citizens who are active in participation in local government not only are the active agents in state and national government but are better informed and more dependable.

4. The preparation for effective citizenship is the responsibility of

*Dr. Colbert, founder of the Manitowoc Plan here described, is director of the Bureau of Community Development of the University of Wisconsin's University Extension Division and of the New Voter Organization for Centennial Committee in Dane County, Wisconsin (see page 273, this issue).

education and the schools—made so, it is believed, by the Northwest Ordinance of 1787 which gave a prominent place to public schools as a means of building an intelligent electorate.

5. That the voter should be inducted into the electorate by that unit of government which is basic—the county, the city and the precincts within these units—thus making the training program realistic from the standpoint of voting, since these are the units in which direct voting is experienced.

6. That the new voters themselves should be relied upon to carry much of the responsibility of the annual program which prepares them for their responsibility as voters. New voters are not likely to respond when the oldsters do the job *for* them instead of merely counseling *with* them.

Education for Democracy

The program as developed in Wisconsin is, therefore, very definitely an educational one and the state law places responsibility directly upon the county superintendent of schools. Leaving this responsibility centered on one man without further instruction would doom the whole thing to a failure. The local program should be sponsored by a rather broad committee, with the educators and the county superintendent at the center. This local sponsoring committee should be composed of all those organizations and agencies in the community which are concerned with civic affairs.

In other words, this is a program

upon which all these organizations can and should unite. Thus, the committee would be composed of representatives of the county board, city council, the press, Kiwanis Club, Rotary Club, Chamber of Commerce, labor unions, veterans' organizations, women's clubs, League of Women Voters, Bar Association, farm organizations, etc. The idea back of such a broad committee is that it gives more strength to the contribution that can be made not merely to the new voters but also to adults.

The educational feature of the program may be divided into three parts:

1. *The forums sponsored by the new voters:* These forums are woven around two central themes:

a. Where and how far have the older voters brought government to date, and what are we getting for our tax dollar? (We know that every time the city council or county board meets we are asking our government to do more things for us. We know that our vaunted standard of living is to a large extent provided by and through the tax dollar.)

b. What issues and problems am I as a new voter expected to help think through—beginning with those problems and issues of local government?

These local or neighborhood forums, while sponsored by the new voters, are for the general community and should be attended by the older voters as well as the young ones. This gives the new voters a sense of responsibility and a sense

of accomplishment as well as organized information. Such a plan and program creates healthy and dynamic attitudes based on a better understanding and it definitely increases participation.

These forums may be weekly meetings or monthly meetings, but should well precede Citizenship Day and should aim, so far as possible, at reaching every new voter through some device. Many cannot attend personally and, therefore, should be reached by correspondence or a leaflet of some sort.

2. *The training of discussion leaders.* Even lawyers and teachers are reluctant to step into these forums without some coaching.

New Voter Activity

3. An important feature of the training program has been the *county convention of new voters*, planned approximately three weeks prior to Citizenship Day (the third Sunday of May). The purpose of this convention, which brings in the new voters under precinct banners, is to enable them to become acquainted with one another and to meet their local officials. It also gives them a chance to elect a president and executive committee to work along with their local officials in meeting new problems which

might concern youth or their community. It also sets up the machinery whereby last year's crop of new voters helps to induct the current year's crop of new voters.

Citizenship Day, now nationally known as "I Am an American Day," was fixed on the third Sunday of May after long and heated debate. Many thought that this induction day should be either on Flag Day or on Constitution Day. Flag Day, on June 14, comes too late to permit the participation of the rural schools, and in Wisconsin we strongly adhered to the principle that this program was definitely an obligation of the school system. Constitution Day comes in the fall and does not provide opportunity enough for adequate preparation of a school program prior to induction.

This is the program as it has developed in Wisconsin. The U. S. Department of Justice and the National Education Association sponsored the First Annual National Citizenship Conference on May 17 and 18, 1946. Both have published considerable literature on the subject, including "Program Aids for Citizenship Recognition Ceremonies," by the Bureau of Immigration and Naturalization of the Department of Justice.

Dayton Plans for the Future

Ten Year Improvement Plan, voted in 1945, now under way despite rising costs, lack of materials, other obstacles.

By **FREDERICK A. WOODRESS***

WITH 34 years of successful city government under the commission-manager¹ plan an accomplished fact, Dayton, Ohio, can look ahead to the future with reasonable assurance. For one thing, the city has acquired Russell E. McClure, former city manager of Wichita, Kansas, to fill the post vacated by Fred O. Eichelberger, who recently resigned after more than 26 years of service.

Secondly, part of the eight-and-a-half-million-dollar construction program under the Ten Year Improvement Plan, approved by the voters in 1945, is now under way despite serious material shortages and high building costs. But when the newly appointed city manager took over his \$18,000-a-year job on March 15, he found Dayton, like Wichita and many other cities, facing many problems aggravated by the war and expanding industry.

One of Dayton's most critical problems was predicted as far back as 1934, when Civil Works Administration researchers reported that the city would probably be faced with a distinct housing shortage in the

near future. This prediction was made without the anticipation that in a few years the city's varied war industries and the three army centers—Wright and Patterson Fields and the Air Service Command—would cause a tremendous influx of workers into the Dayton area during the war years.

Population figures tell the story of the influx. "The Dayton metropolitan area had a population of 304,500 persons in 1940," wrote H. W. Stevens, associate planner, in the 33rd annual city report. It "has an estimated population of 383,000 today and a predicted population of about 408,000 in 1970. That is an increase of about 25,000 persons in 25 years," he commented.

With an eye toward a future solution for the population rise and the critical housing shortage, Dayton's city plan board studied the case for annexation in 1945. In a letter prefacing the report of this study, Park E. Wineland, president of the board, summed up the issue when he wrote:

It is the opinion of the city plan board that the relationship of the city of Dayton to the developing areas of Montgomery County is a problem of major proportions. Dayton . . . is in a period of change, involving problems of decentralization, when broad thinking and bold action are essential to assure the future sound development of the community. . . The annexation problem must be considered in terms

*Mr. Woodress, a recent graduate of Antioch College, has been a reporter on two Ohio newspapers and is the author of articles published in various magazines and newspapers including the feature sections of the *St. Louis Globe-Democrat* and the *Columbus, Ohio, Dispatch*.

¹Generally known as the council-manager plan.

of its effect on the future economic and social well-being of all the inhabitants of the entire metropolitan area.

Three annexations have come as the direct result of this survey, H. W. Starick, director of the city plan board, reported. The added areas, totaling about one and three-fourths square miles, are Ridge-wood Heights, Paul Robeson Park and the old river channel industrial area. The latter is planned for future industrial expansion.

Petitions for annexation of two more heavily populated communities are now being circulated. One is the Fort McKinley area, a two-and-a-half-square-mile section with a population of 3,500 situated in the trend of population movement toward the northwest. The other is a portion of the North Ridge area on the northeastern periphery of the city. Several other points also are considering possible annexation.

Financial Difficulties

State-city cooperation on taxes and refunds has long been a thorn not only in the side of Dayton but of all Ohio municipalities. State surplus from sales tax collections—mostly gathered in the cities—has been accumulating rapidly for the past few years in the coffers of the state treasury at a time when cities are finding the struggle for financial existence increasing.

Since county budget officials decide on the breakdown for distribution of sales tax refunds going to their particular county, the municipalities lose out. For example, in 1947, Dayton, which was responsible for most of the original sales

tax collections made in Montgomery County, received \$636,000 from the county's total sales tax refund of \$1,290,693.

City officials appealed to the state for reallocation but their request for a larger percentage was rejected. One argument used by the city was the population figure. Dayton proper has now an estimated 250,000 persons out of the total county population of about 365,000.

Growth of population in the periphery has swelled the number of commuters entering Dayton each day, thus accentuating such traffic problems as street repair, bridge repairs, need for more traffic lights, lack of parking areas and of circumferential street plans.

City Manager McClure will have to cope with these problems during the next few years in his new job, but he will not have to solve them alone. The same group spirit which united the citizens in 1913 to promote the commission-manager plan, which has given Dayton good government for so many years that it has almost been taken for granted, reasserted itself with the formation of a citizens' development committee early in 1945. It listed the needs of Dayton in an improvement plan covering the next ten years. And just as the citizens committee of 1913 explained to the voters the advantages of the manager plan so the new group acquainted Dayton voters with future city needs. Manager Eichelberger later summarized the success of this campaign when he wrote in his 1945 annual report:

It is a source of great satisfaction that practically all of the improve-

ment bond issues and the charter amendment, sponsored by the Dayton District Development Committee, were approved by the voters at the fall election. Without the splendid educational program put on by the committee the issues probably would have gone down to defeat.

Plans under Way

By approving the Ten Year Improvement Plan the voters granted a charter amendment assuring the city of an income of \$3,500,000 during the ten years to follow and bond issues totalling \$8,500,000. The largest single bond issue, an estimated \$2,500,000, will go for sewer and street improvements.

Other parts of the plan include a bond issue of \$1,700,000 for construction of new bridges and repair of old ones, another issue of \$400,000 for new fire stations and equipment, an estimated \$150,000 for a modernized traffic signal system, a \$1,500,000 bond issue for widening and opening of streets to speed the movement of traffic, elimination of dangerous street conditions and better parking facilities, another \$1,500,000 for expanded recreation and parks and, lastly, \$750,000 for a new safety building to replace the old one now housing the police department and the municipal courts.

Skyrocketing building costs, contractors' reluctance to accept bids because of fluctuating prices and the scarcity of materials are some of the many obstacles that have blocked the path toward the goals outlined in the ten-year plan. Albert J. Althoff, executive secretary and acting city manager from January 1 to March 15, however,

thinks that the city has been fairly successful in experimenting with cost-plus bids to compensate for higher building expenses.

Despite temporary setbacks, Dayton's government can point to gains in many areas. The *Dayton Journal* recently surveyed the advances made during the first twenty months of the ten-year program.² The recreation program has accounted for \$200,000 out of its \$1,500,000 bond issue, with the greater portion being used for acquisition of parks and playgrounds including a 68-acre tract of land.

Already the street department had reported a resurfacing and repairing of 400,000 square feet of streets at a cost of \$40,000. It has also announced plans to re-surface Third and Fifth Streets, two major thoroughfares, early in 1948.

Although pipe shortage has been a major bottleneck, several minor sewer projects have been completed. Future plans call for a new interceptor sewer in the downtown district.

At the time of the survey, plans for the \$7,000,000 North Dayton grade-crossing elimination program—financed proportionately by the city and the railroad, with Dayton paying the larger share—were soon to reach completion, and contracts were to be let later. Controversy over the length of this project has made it necessary for two sets of plans to be drawn up. The commission will decide on one later this year.

²See Andrew J. Drysdale in the August 27, 1947, issue.

With five and six miles of water mains already laid, plans have been begun for the construction of a two-million-dollar water softening plant and a booster station. For some time the commission has been delaying the softening plant project because of rising costs that might add an extra million dollars to the total cost of three million dollars. A definite decision on this action probably will come this year. The booster plant is now nearing completion.

Two steps taken in the early fall of 1947 are significant for the city's future. The commission voted a city amusement tax of 3 per cent, which was to swell the treasury by \$100,000 to \$120,000 a year in additional revenue and was to be used in the municipal operation fund. This law went into effect on September 30.

Secondly, negotiations were opened between Mayor Edward Breen, representing the city, and the War Assets Administration, to give Dayton title to the \$10,000,000 government section of the Dayton airport at Vandalia. Recently completed, the deal gave Dayton, at no cost, 1,211 acres of land that house eight large hangars and two administration buildings, including a \$2,000,000 concrete ramp. This municipal air field is Ohio's largest commercially-owned airport. Dayton intends to construct a terminal building as soon as possible since the contract will be let this summer, architectural plans having been completed.

Other recent developments in city improvements are the new

\$150,000 club house at the city golf course with facilities for dinners and dances and the newly installed synchronized traffic-signal control system. Increased costs slowed up progress on the latter and boosted the total expenditures from \$150,000 to \$218,000.

Dayton's 34-year record of good manager government might never have been possible had it not been for three interacting forces—a law, a flood and the citizenry.

The Ohio state legislature set the stage for statewide municipal reforms in 1912 when it released cities from the rigid pattern of government under the municipal code by adding a home rule amendment to the state constitution. Power over tax levies by municipalities was retained by the legislature, however, and remains today a constant source of state-city friction.

'It's an Ill Wind'

The Dayton flood of March 1913, which damaged \$100,000,000 worth of property, came at a time when the campaign for a new form of government had just begun. The inefficiency of the old type city government in a time of stress helped to convince some who had been reluctant previously. Efforts of civic-minded citizens were remunerated when the voters decided Dayton's future course in a two to one majority decision and Dayton became, in 1914, the first large city to adopt the council-manager plan.

Such an unorthodox administrative procedure as the publishing of two annual city reports, one fiscal

(Continued on Page 255)

Wichita Reports to Its Citizens

Illustrated Sunday newspaper supplements tell the story of 1947 local activities and services to 165,000 people.

By PAUL E. DANDELLEY*

WITH its annual report for 1947, the city of Wichita, Kansas, may have inaugurated an entirely new technique in municipal reporting. Instead of the conventional booklet packed with ponderous detail, Wichita has told its 1947 story in eight-page tabloid supplements carried in Wichita's two daily newspapers and distributed to 115,000 individuals or families.

So far as is known here, the newspaper supplement technique has never before been employed by a governmental unit in its annual reporting to citizens.

Space costs for the two supplements, paid at legal rates, were comparable to printing costs for the customary booklet but the total circulation was roughly sixteen times as large.

The report was presented to the citizens as a public service by the city's five-member board of city commissioners.¹ Since the reports appeared on February 22 hundreds of Wichita citizens have called the city building to congratulate the city on the supplements.

Title of the Sunday supplement appearing in the Wichita *Eagle* is *We, the People*; that of the Wichita

Beacon supplement, *Municipal Services—1947*.

We, the People is an attractive, pictorially illustrated tabloid employing magazine make-up, with varied column widths. The title originated from the cover picture, a photograph showing a typical group of citizens as they voiced their opinions at a commission meeting.

Municipal Services—1947 employs standard tabloid make-up, with five newspaper columns on each page. Cover illustration includes eight photographs in a montage arrangement.

Both sections were prepared to encourage citizens to read them. Copy for each was almost entirely different and there was only about 10 per cent duplication in photographs.

The supplements did not contain a great deal of art work, although two illustrated charts were carried in both. One of the charts, "Management of Wichita's City Business," depicted the lines of authority in the city government. The other showed monthly property tax costs for city services on a property assessed at \$3,000.

The idea for the tabloid technique in annual reporting was conceived by City Manager Russell E. McClure. McClure, city manager at Wichita for six and a half years, became manager at Dayton, Ohio,

*Mr. Dannelley is a Wichita advertising and public relations man who serves the city of Wichita as research aide on a part-time basis. He helped prepare the 1947 Wichita municipal reports of which he writes.

¹In most states the city's legislative body is known as the city council.

on March 15. The report has attracted considerable attention from citizens of Wichita as well as from officials in other cities and from other daily newspapers.

When annual reporting time came this year, McClure and his staff reviewed previous reports presented to the citizens and dozens of reports prepared by other large cities. McClure and David D. Rowlands, planning and research assistant, agreed that the conventional booklet report is a little on the stuffy side. Most cities circulate their reports to a limited list of from 5,000 to 25,000 citizens most interested in city government. Consequently a majority of the taxpayers seldom receive reports unless they apply for them.

McClure and Rowlands made a critical study of the city's report for 1946. A 48-page, pictorially illustrated six-by-nine-inch pamphlet, it had received considerable attention as a readable government report. Entitled *Your City Government in Action*, it was distributed to about 7,500 people.

Many ideas were advanced. Discussions on possible techniques for the 1947 report revolved around two basic points: the report should be as readable as possible; it should be distributed among the greatest possible number of people.

One of the early suggestions was that the city should prepare a highly illustrated brochure, with little copy detail, with a broadside circulation.

Then the idea of the newspaper tabloid was advanced by City Manager McClure. According to him,

it was "a natural evolution in the pattern of municipal reporting in Wichita." "The intent has always been," he said, "to work out a readable and understandable report which would be read by the greatest number of citizens at the lowest possible cost."

The tabloids are highly illustrated and contain less than 50 per cent as much copy as the conventional pamphlet report. Copy was prepared with a much lighter touch than customarily and mechanical preparation of dummies involved actual weighing of news value in the report material.

Monthly Reports Aid

One factor which eased the preparation of the two separate tabloids was Wichita's excellent monthly reporting system for all city departments. This system made copy preparation a job of writing and editing rather than one of research.

Department heads prepare accurate and detailed monthly reports which are summarized in their "covering letter." At the year's end the monthly reports are consolidated into annual reports which this year were available to the city manager by January 24. Their 150,000 words served as a source material for *We, the People* and *Municipal Services—1947*.

This reporting system, together with the city's relatively new photographic file, made possible publication of the newspaper tabloids within 53 days after the first of the year.

The photographic file, maintained by the city's research division, now

includes more than 800 photographs. Keyed from a card index system, the photo files include both negatives and prints. When prints are removed the corresponding negatives are pulled and new prints run.

The research division owns a four-by-five-inch Speedgraphic. Taking of outdoor shots is a part-time activity of an administrative aide in the planning division's office, who also prepares graphs, charts, paste-ups and various other types of art work employed by the city in its municipal reporting program.

Indoor shots are taken by the operator of the city's relatively new Microfilming equipment, who develops and prints all negatives. For this work the police department lends its dark room facilities when they are not in use for regular police photographic work.

Among projected plans for development of the city's municipal reporting program is expansion of the photographic system.

The jobs were delivered to the *Eagle* and the *Beacon* in a "package," including layouts, copy, headlines, cutlines, etc. The reports were compiled and edited by Mr. Rowlands and the author of this article.

Reporting by Radio

The city has traditionally placed considerable stress on municipal reporting. Its annual reports have always enjoyed a high national rating, but the 1947 report is probably the most outstanding to date. The newspaper technique is a natural outgrowth of its steadily developing over-all reporting program.

The city has one regular weekly radio broadcast; two others were heard during part of 1947. The

regular broadcast, "Your City Government Reports," Thursdays at 8 P.M. over KAKE in Wichita, features a discussion of some phase of city business.

For a time during 1947, KFJH carried a 30-minute rebroadcast of city commission meetings. Transcribed by wire at the meetings, these two-hour sessions were "edited" to a 30-minute cutting, and played back over KFJH Wednesday evenings at 9:30.

KFBI carried a round-table discussion broadcast, "The Voice of the Citizen," for the first four months of 1947. Dr. Hugo A. Wall, head of the department of political science at the University of Wichita, served as moderator for the forums.

The police department has a regular safety broadcast over KANS. Current unusual feature of this broadcast is the playback of wire recordings taken at the scene of traffic accidents.

Posters and movie trailers, as well as radio and newspaper publicity, are likewise used both in the fire and safety education programs.

Special Anniversaries

"Know Your City" week, now a traditional part of the reporting program in Wichita, also brings the municipal story to the attention of thousands of Wichita citizens. Inaugurated in 1942 to commemorate the 25th anniversary of Wichita's commission-manager form of government, the observance week was repeated in 1947 on its 30th manager plan anniversary.²

²See "30 Years with Manager Plan," by Paul Dannelley, the REVIEW, September 1947, page 435.

Special reports, leaflets, brochures and addresses highlight the broad municipal reporting pattern in Wichita. The city's research division carries on dozens of fact-finding jobs for information presented to the public. The city's housing survey last year was tabulated for Wichitans in the booklet, *Housing in Wichita—1947*.

The research division maintains an unusually adequate governmental research library, compiled through cooperation of library personnel at the University of Wichita and at the city library.

M. P. Jones, the city's new manager, won the coveted Louisville award last year for his *Accounting Procedure Manual*. He plans an expansion of various phases of the reporting program for the future and expects to develop the newspaper tabloid idea for annual reporting next year.³

DAYTON PLANS

(Continued from page 251)

and the other popularized, begun in 1940, is an example of the new ideas introduced during City Manager Eichelberger's 26 years in office. The fiscal report, issued by the board of sinking fund trustees, con-

tains summaries of receipts, expenditures and a general financial picture of the government as compiled by E. E. Hagerman, finance director, and his staff. The popularly written report, with its hundred pages of by-lined articles by city employees and with a cover index, resembles *Reader's Digest*.

This "Dayton Digest" is the brain child of Executive Secretary Althoff, who took over his position one month before Mr. Eichelberger became manager. Mr. Althoff thinks it has improved the morale of city employees because it dramatizes city functions for the public. It thus serves as a good vehicle for public relations. Libraries, civic groups and schools all help distribute copies. The 1946 report, for instance, contained 55 articles on subjects ranging from "A Day With a Police Cruiser" to a discussion of the Dayton Tennis Commission by the president of that organization.

With Mr. McClure as Dayton's fifth city manager at a time when the Ten Year Improvement Program is already partially translated into some construction and repairs, and with a "civic-conscious" citizenry backing this program, Dayton can truly look ahead to the future with the hope that it will have another period of as efficient city government as it has had in the past 34 years.

³Extra copies of this year's report may be secured by writing to Room 302, City Building, Wichita.

29 Cities Within Cities

Problems of streets and other services complicated by independent areas engulfed within a larger metropolis.

By RICHARD C. SPENCER*

AN EXAMINATION of the metropolitan district maps in the report of the Bureau of the Census on 1940 population figures¹ reveals that there are a number of cities within cities—enclaves, as they are called—as well as unincorporated areas within cities. Such cities and areas are not included in the governmental units overlying parts of large cities as reported by the Census Bureau.²

Consideration of the enclave city and its relations to its host belongs properly perhaps to the study of suburbanism. Nevertheless, there are differences because the city that is harboring "foreign" areas within its own outer boundaries often is much more keenly aware of these boundaries within than those beyond its periphery.

Like neighboring suburbs, these cities or areas have not been annexed to the larger city for a variety of reasons. The business or residential owners may find their independent municipality a convenient device for dodging tax responsibilities which accrue to members of

a metropolitan community while they enjoy the advantages of proximity to metropolitan services, if not the services themselves.

These interests may be avoiding zoning restrictions, sanitation or other regulations affecting business enterprise, and this affects the character of regulations in neighboring sections of the larger city. Snooty municipalities may have, of course, or think they have, better schools and may be willing to pay for them.

Like others in the area, enclave municipalities are bound to have their own officeholder interests in political jobs that would probably be abolished in case of merger. These officials and their followers may have sufficient influence to maintain municipal independence despite the wishes of other inhabitants. In these respects, therefore, the surrounded municipalities are similar to the peripheral municipalities.

From the point of view of the larger city, however, the island within the city may present some problems different, at least in degree, from those of peripheral suburbs. The engulfing city has to operate with the inner area constantly in mind. It may have to cross this inner area with water mains and with arterial streets. It probably has to provide sufficiently large sewers and sewage disposal facilities to accommodate the area, and perhaps to be ready with fire,

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¹U. S. Bureau of the Census, Sixteenth Census, *Population*, Volume I, *Number of Inhabitants*.

²*Governmental Units Overlying City Areas* (Governmental Organization No. 3), Washington, D. C., 1947. (See Table 7, pages 17-31, footnote 1.)

health and other services. It cannot so easily, as with most other suburbs, stop at the corporation line. Although the larger city may have to think similarly of some of the other suburbs, the inner city often enjoys a favorable bargaining position because of its location. In effect, it has a privileged status among suburbs.

In some respects the larger city has a greater advantage over the enclave city than over the surrounding suburbs because some, if not most, of the peripheral suburbs may have space on the side facing outward to rural areas in which to expand. The enclave city with ab-

solutely no chance to expand its borders is a prisoner in need of urban attention.

Thirteen cities in as many metropolitan areas are hosts to a total of 29 municipalities completely or substantially surrounded or closed off by them. Two of these thirteen cities have within their borders some unincorporated space in addition to municipalities. Three other metropolitan cities also have within them some unincorporated areas although they contain no municipalities. Thus sixteen metropolitan cities close off municipal or unincorporated areas.

Two industrial suburbs, Hamtramck and Highland Park, con-

METROPOLITAN CITY

SURROUNDED MUNICIPALITIES OR AREAS

Boston	Brookline (nearly surrounded)
Cincinnati	Elmwood Place, Norwood City (nearly surrounded) and St. Bernard
Cleveland	Bratenahl
Columbus	Bexley and Hanford
Covington	Part of magisterial district no. 3 (unincorporated)
Detroit	Hamtramck and Highland Park
Indianapolis	Woodruff Place
Johnstown (Penna.)	Dale
Long Beach (Calif.)	Signal Hill and three parts of Signal Hill Township (unincorporated)
Los Angeles	Municipalities: Beverly Hills, Culver City, El Segundo, Gardena, Hawthorn, Hermosa Beach, Inglewood, Manhattan Beach, Palos Verdes Estates, Redondo Beach, San Fernando, Santa Monica and Torrance Unincorporated areas: Four separate parts of Beverly Hills Township, two parts of Inglewood Township, and five parts of Venice Township
Oakland (Calif.)	Piedmont
Omaha	Carter Lake, Iowa, and part of Kane Township, Iowa (both nearly surrounded)
Peoria (Ill.)	Part of Peoria Township and part of Richwoods Township
Pittsburgh	Mt. Oliver
San Diego	Two parts of El Cajon Township (unincorporated). part of National Township (unincorporated)
Tacoma	Ruston

tiguous to each other along a short border, are embedded in the city of Detroit. Several arterial highways from one part of Detroit to another cross these inner municipal areas.

The town of Woodruff Place is almost lost in the heart of Indianapolis' territory, and two Indianapolis city departments have been separately incorporated to enable sanitation and health activities to cover this and, in the case of health, other territory in the county.

High value residential municipalities are surrounded by Cleveland (Bratenahl village) and Oakland, California, (Piedmont).

Los Angeles 'Hash'

The neighboring metropolitan cities of Los Angeles and Long Beach together make hash of the urban map of Los Angeles County. Los Angeles not only has swallowed, without digesting, cities and fragments of townships but also, by extending a long goose-neck southward to the harbor area of the former city of San Pedro consolidated with it in 1909, has hemmed in against the sea or otherwise cut off numerous cities and townships. Many of them are beach resorts and residential cities. Thirteen cities and eleven sections of three townships are thus affected.

Long Beach, with ribbons or narrow belts of territory, encloses one municipality and segments of unincorporated township territory, one of these parcels being a large area encompassed only by a Long Beach belt. A slender tongue of Long Beach almost cuts off a sizeable segment of a segment.

One of the most interesting areas is that of Carter Lake town and part of Kane Township in the county of Pottawattamie, Iowa, which might now be termed geographically precincts of Omaha, Nebraska. A thumb of Iowa lies west of the present channel of the Missouri River and east of Omaha as the result of avulsion caused by flood waters in 1881 which cut across the base of the thumb. After years of negotiation various exchanges between Iowa and Nebraska of territory elsewhere along the Missouri River were brought about by interstate agreement in 1943. Consideration of the Carter Lake area, however, was specifically excepted. Under Iowa law it could not be ceded to Nebraska. Pottawattamie County is loath to give up tax revenues derived from this Omaha area.

A new interstate commission was provided in 1947 to negotiate for the cession of this area to Nebraska "upon such terms as may be deemed fair and equitable."

The Nebraska legislative committee recommendation on the 1947 bill summarizes the Omaha point of view in this way: "The complication of multiple jurisdiction has seriously delayed the development of the city of Omaha. It has been a serious burden on the industrial development of the area. It has added to the expense of the city of Omaha fire, police and school systems. The fact that the direct route to the municipal airport crosses this Iowa land leads to paving and police problems which might become serious."

News in Review

City, State and Nation

Edited by H. M. Olmsted

States Act to Cure Unfair Districting

Two Take Steps toward Equalized Representation

WITH increased emphasis being laid on gross inequalities in legislative representation in most of the states, definite plans for constitutional amendments to remedy some of the worst situations exist in at least two states, and movements toward fair representation are in progress elsewhere.

The people of California will vote in November on an initiated constitutional amendment to reapportion the State Senate. The California Senate presents a prime example of grossly unfair representation. Los Angeles County with 39 per cent of the state's population has one senator out of 40, or 2½ per cent of the Senate membership. Six million people, chiefly in the big cities, have five senators while the remaining four million have 35 senators.

Even the proposed amendment would not result in senate representation strictly in proportion to population, although it would go a long way in that direction. It sets a maximum of ten senators for any one county; thus Los Angeles County, with a population of 2,785,643 in 1940, would have a ratio of 278,564 people per senator. If the total number of senators remains at 40, there would be 30 for 4,121,744 people in the rest of the state, or an average of 137,391 people per senator. But ten senators in Los Angeles County (of whom about half would be for the city of Los Angeles) is a huge gain over one.

For 75 years prior to 1926 California elected its state senators on a population basis but in that year the present basis was adopted by a vote of about

436,000 to 364,000, providing that no county have more than one senator and that no more than three counties could be combined in a senatorial district.

In Texas the San Antonio *Express* points out that the latest legislative reapportionment, based on the 1920 census, was made when the population of that state was 32.4 per cent urban and 67.6 per cent rural, whereas it is now over 50 per cent urban. Approval is urged for a proposed constitutional amendment to reform the redistricting system, which will be voted on in November. "That measure would provide a legislative redistricting board that would apportion the state whenever the legislature failed to do so after a decennial census, and the board's action would be compelled, if necessary, by Supreme Court writ."

In Michigan the Detroit Teachers' Association has circulated petitions to place a constitutional amendment on the November ballot in the interests of fair representation. Wayne County, containing Detroit, has 40 per cent of the state's population, but has only 27 per cent of the representation in the lower house of the legislature. Six counties, including Wayne, have a clear majority of the population but have only 42 representatives and ten senators, as against 58 representatives and 22 senators for the rest of the state.

Mayors Protest

Such inequalities in representation have been recently stressed by the U. S. Conference of Mayors. At its annual meeting in February it presented a striking booklet including many graphic diagrams to emphasize salient facts of under-representation of cities and urban areas generally. It places the total urban population at 84,000,000, or 59 per cent of the national total,

and asserts that this number has only 25 per cent of the state legislators.

Two main causes are given: persistence of the idea of representation of areas rather than of population, and failure of legislatures even where population is supposed to be the basis of representation, to reapportion after changes in population of districts—sometimes despite a clear constitutional mandate to redistrict at fixed intervals. Mississippi is cited as most flagrant in the latter respect, not having reapportioned since 1892.

Other Examples

Besides the examples already mentioned the booklet points out many other drastic instances of unfairness, including the almost incredible case of Hartford with 166,000 people but only two representatives in the Connecticut lower house—the same number as the town of Colebrook, with 547 population.

In New Jersey area representation in the Senate results in the eight urban counties, with 80 per cent of the state's population, having eight senators while thirteen senators represent 20 per cent of the population in thirteen rural counties. Revision of New Jersey's constitution last year was obtained only after the rural counties were assured that the basis of representation would not be changed.

Across Delaware Bay, New Castle County, containing Wilmington, has 67 per cent of the people in Delaware but only 42 per cent of the representation in the legislature. Baltimore has 47 per cent of Maryland's population, but only 29 per cent of the legislators.

Huge differences in ratios of representation for various counties in the same states are pointed out—Fulton County, Georgia, three representatives for 393,000 people, Echols County, one for 3,000 people; Oklahoma City, 244,000 people with seven representatives, the same as seven rural counties with 57,000

people; St. Louis, Missouri, 816,000 people with eighteen representatives while 158,000 citizens of eighteen rural counties have the same—and this despite a redistricting under the new constitution.

Many other examples are cited and portrayed in diagrammatic form. Some have been stressed time and again, such as the plight of Chicago, still much under-represented despite appeals to courts and the legislature. New York City, however, obtained a large measure of relief in 1943.

The resounding words of the Kentucky Supreme Court in *Ragland v. Anderson* (125 Ky. 141) are quoted—but Kentucky still follows its 1893 apportionment:

"Equality of representation is a vital principle of democracy. Without equality republican institutions are impossible. Inequality of representation is a tyranny to which no people worthy of freedom will tamely submit. To say that a man in Spencer County shall have seven times as much influence as a man in Butler or Edmonson County is to say that six men out of every seven in those counties are not represented in the government at all. They are required to submit to taxation without representation."

Court Edict Nullifies Augusta Reform

The "revolution" of the people of Augusta, Georgia, in which they set a classic example of recapture of their government from a discredited political machine, was nullified April 13 by a decision of the Georgia Supreme Court.

Despite the long struggle of six years during which the voters had repeatedly overwhelmed the Cracker party, the court invalidated the new council-manager plan charter which went into

effect last January. The decision was based on the technicality that the clerk of the State House of Representatives had failed to attach proof of advertising to the bill in its final form as passed by the legislature.

The decision had the effect of ousting the new council of seven independent members and the newly appointed city manager and immediately restoring former Mayor W. D. Page and the old city council of eight independents and six Cracker party members to office.

The Augusta Citizens Union and the Independent League for Good Government announced that they would launch an immediate fight for readoption of the modern charter.

Minnesota High Court Restricts Charter Revision

Replacement of one home rule charter by another complete document does not constitute adoption of a "new charter" but must be considered an amendment of the existing charter, according to an unexpected four to three decision of the Minnesota Supreme Court on March 15. It was in a taxpayer's suit to invalidate the proposed election in Minneapolis where a completely revised charter was to be submitted as a new charter. As an amendment it would require 60 per cent of the vote to be successful and would have to be advertised for four weeks, which had not been done in the case of the Minneapolis document. A new charter requires 57.14 per cent approval with different publication requirements.

The dissenting justices believed the legislature had the power to permit charter commissions to submit a second or other charter in a given city as a new charter. This procedure has been followed in seventeen Minnesota cities—in one of them twice.

Council-Manager Plan Developments

Two cities in Wisconsin adopted the council-manager plan at elections on April 6. They are **Eau Claire** (30,745), by a vote of 5,394 to 4,923, and **Watertown** (11,301), 2,855 to 1,786.

Clare, Michigan, approved a council-manager charter 359 to 240. The plan was likewise adopted by popular vote in **Flushing** in the same state.

In **Merced, California**, (10,135) on April 13 the voters overwhelmingly approved the manager plan, 2,874 to 687. The council is authorized to select a city manager within 30 days following the election. The voters also voted 2,375 to 560 for a charter commission of fifteen freeholders to draft a complete new charter. An active campaign on the issues, including the council-manager plan, brought out 65 per cent of the eligible vote, the best showing in the city's history.

Three other California cities adopted manager charters on April 13—**Torrance** (9,950), **Monterey Park** (8,531) and **Manhattan Beach** (6,398). The Monterey Park vote was 2,056 to 1,128.

Garden City (population 6,286) and **Larned** (3,533), **Kansas**, approved the manager plan in recent elections.

Three more **Maine** towns have adopted the manager plan: **Greenville** (1,955), **Sangerville** (1,194) and **South Berwick** (1,800). **Southwest Harbor** and **Machias** rejected manager proposals at their annual town meetings. Maine now has 94 manager communities, more than any other state.

The village of **Barton, Vermont**, began operation under its manager charter on March 30. The plan had been approved at the polls last year. In the same state **Cavendish** has voted to abandon the plan.

Midvale, Utah, (population 2,875) has been operating under the council-

manager plan since January. The city approved the plan on October 25, 1947.

Cambridge, Nebraska, has become the third municipality in that state to adopt the manager plan.

Camden, South Carolina, (5,747) adopted the manager plan by a vote of 437 to 227 on April 13. It will become effective in August.

The borough council of **Quakertown, Pennsylvania**, (5,150) decided by ordinance, adopted eight to four on April 8, to employ a borough manager.

Ketchikan, Alaska, (4,695) second largest city of the territory, voted for the manager plan 549 to 432 on April 6.

A bill to remove the requirement that no elective official can be appointed a city manager until after two years out of office made dangerous headway in the **Massachusetts** legislature, but failed of approval in the Senate on April 1 by a rising vote of fifteen to ten. It had been urged that the bill would permit Mayor Sullivan of **Worcester**, re-elected at the same time the voters approved Plan E (council-manager and P. R.), to be appointed manager. It was also pointed out that if **Boston** succeeds in obtaining the manager plan, Mayor Curley could be appointed manager!

In **Agawam, Massachusetts**, the Taxpayers Association sponsored a successful proposal at the recent town meeting to have a committee appointed to gather information and prepare legislation for the town manager plan. It is expected that adoption of the plan will be voted on in 1949.

The **Providence (Rhode Island)** *Journal* notes editorially that with **Jamestown** having voted for the manager plan, subject to pending action of the state legislature, Rhode Island is not likely to enjoy much longer the "dubious distinction" of being one of six states in the whole

country without a community under council-manager government. It also states, "The Rhode Island Public Expenditure Council, after a year's study of **Westerly's** affairs, recommended adoption of the plan as promising the best solution of the town's fiscal troubles. The **East Providence** town council has appointed a committee to consider changes in the form of that community's government, and the committee will investigate the council-manager system among others. **North Providence** political leaders are urging its adoption there."

After a series of four meetings for the study of local government, sponsored by the League of Women Voters in **New Haven, Connecticut**, the participants voted approval of the council-manager plan, reduction of the size of the board of aldermen and establishment of a city personnel department.

In **Plainfield, New Jersey**, the Citizens Association has opened a drive for adoption of the council-manager plan. An intensive educational campaign has begun, to be followed by circulation of petitions calling for a special election. Petition signatures must include 15 per cent of voters at the last general election. Adoption of the manager plan will require a majority vote at a special election at which the total vote is at least 30 per cent of that at the last general election. The present common council of eleven members (three elected at large) would be superseded by a council of seven elected at large.

The recently approved council-manager plan for **Dalton, Georgia**, has remained inoperative. A majority of the city council decided that the home rule act was unconstitutional and that therefore the people's action favoring the manager plan (December 10, 1947) was void.

On April 5 **Wakefield, Michigan**,

voted 771 to 216 for a general revision of the city's charter; a proposal that the new charter provide the manager plan was adopted by a 622 to 276 vote.

Menominee, Michigan, has voted to revise its charter 2,087 to 640; preference for the manager plan was expressed by a 1,896 to 835 vote.

Revision of the **Hillsdale, Michigan**, charter was approved in April, without specifying the particular plan to be followed.

Three **Wisconsin** municipalities voted against adoption of the manager plan on April 6—**Kaukauna**, 2,309 to 624; **Sparta**, 1,436 to 533; and **Tomah**, 903 to 510.

In **Worthington, Minnesota**, a charter commission is at work and is giving special consideration to the manager plan.

Authorization of another referendum on the council-manager plan in **Chattanooga, Tennessee**, is a vital issue in the campaign of various candidates for the state legislature. In **Knoxville** there is a move to bring about a reversion to the commission plan by legislative action—such as installed the existing strong mayor plan as successor to the council-manager plan without referendum. A similar danger in the case of **Paris**, where the manager plan was adopted by a three-to-one popular vote two years ago, is being fought by the *Paris Post-Intelligencer*.

The council-manager ordinance that has been effective in **Marianna, Arkansas**, since 1925 was recently rescinded.

In **Watertown, South Dakota**, a proposal that the city council appoint a manager failed at the polls, 1643 to 709, on March 16.

At the April election, both candidates for mayor of **Dodge City, Kansas**, pledged a thorough investigation

of the council-manager plan, to be followed by public education and a popular vote. The *Dodge City Journal* is supporting the plan.

Crete, Nebraska, voted down a proposal to adopt the manager plan on April 6 by a vote of 778 to 671.

A proposal to revise the charter of **Denton, Texas**, to the manager plan was defeated at a general city election on April 6, by a vote of 1,554 to 1,381.

In accordance with action of the city council in December Mayor Peter Martin of **Colorado City, Texas**, has appointed a citizens committee to draft a council-manager charter for submission to the voters.

A council-manager charter for **Wewoka, Oklahoma**, has been drafted by a charter committee appointed by the planning board and is expected to be submitted soon to popular vote. The council would consist of one councilman-at-large and one member from each of four wards but elected at large.

The charter commission of **Los Alamos, New Mexico**, a seat of atomic energy activities, is interested in the manager plan as in effect in the government-planned town of Greenbelt, Maryland.

Huntington Beach, California, defeated a proposed council-manager charter.

The city council of **Kennewick, Washington**, has been urged to hire a manager and Mayor J. C. Pratt has expressed approval of employment of an engineer or other person technically trained in the conduct of municipal activities.

A special committee of the **Ellensburg, Washington**, Chamber of Commerce has circulated petitions looking to the adoption of the council-manager plan.

Connecticut city and town managers held an organization meeting in

Hartford on March 18 with nine out of ten managers present.

In February nine **Georgia** managers met in Atlanta and all eight **South Carolina** managers met in Columbia.

Milwaukee Televises Voting Instructions and Returns

For the first time in the United States, a major city used television to get out the vote and to smooth out voting procedure when Milwaukee's election commission put on a full-dress voting demonstration over WTMJ-TV on April 2 in preparation for the April 6 election.

A total of six ballots—involving national, state, county and municipal issues or candidates—were required for the election. With an all-time record registration for the spring polling, the election commission began to reach out for new techniques to focus public attention on voting.

A model polling place, complete with booths and ballot boxes, was set up at the Milwaukee *Journal* television studio, and "Mr. Average Citizen" was put through the entire election routine. The method of voting was explained by election commissioners.

Another novel feature of the spring finals was the broadcast of election returns by television. WTMJ-TV set up cameras in the newsroom of the *Journal*, giving viewers a first-hand look at the methods of assembling and tabulating unofficial election returns.

WILLIAM L. SLAYTON, *Librarian*
Municipal Reference Library
Milwaukee, Wisconsin

Bi-state Planning for St. Louis Area

A new Missouri law creates a bi-state planning agency for the St. Louis metropolitan area, to be known as the Metropolitan Plan Commission. According to the Association of State

Planning and Development Agencies, the primary purpose is to develop as "one great economic unit" the urban area which covers most of five counties in Missouri and Illinois on each side of the Mississippi River. This area has a population of about one and a half million and includes over a hundred municipalities and six hundred taxing bodies.

The Illinois legislature in 1947 enacted a law authorizing cooperation of the East St. Louis area in the plan. Each state will have five members.

Major functions of the commission include preparation of a master plan for integrated development of public works and other facilities such as airports, highways, a modern transit network, parking areas, water supply and sewage disposal systems. Bridges and tunnels connecting segments of the area also would be planned.

The commission may make recommendations for setting up a permanent bi-state agency similar to the Port of New York Authority to construct and operate these facilities.

Partial Reorganization Approved in Kentucky

The Kentucky General Assembly enacted several measures affecting the general organization of the state government. Probably the most significant were those providing for a Department of Economic Security—a consolidation of the Unemployment Compensation Commission, the Employment Service and the Welfare Department Agencies administering public assistance and child welfare; a commission to control the state building program, whether in corporate agencies such as the University of Kentucky or directly operated agencies such as the state penitentiaries—but not including state Highway and Economic Security Depart-

ments; and a state police force. The Legislative Research Commission was reorganized under conditions favorable for a useful future.

The 1948 General Assembly apparently continued in large part the Willis administration policy of multiplying boards and commissions rather than clearly placing administrative responsibility in the hands of individual heads of departments integrated on a functional basis under the governor, as developed during the Chandler administration in 1935-39. In one case the legislature moved toward the earlier party policy: It replaced the commission on aeronautics with an independent department under a single commissioner. (This is the fourth public utilities agency in the state setup.)

Overlapping in part the assignment to the Legislative Research Commission—the reorganized Legislative Council—is the specialized Agricultural and Industrial Expansion Board.

Having only incidentally to do also with state administration are several other significant measures. One new law authorizes the photographing and destruction of original executive and administrative records. Another, for the first time in the state's history, provides a direct subsidy to a private university.

Three significant administration-supported bills failed to pass. One would have introduced a greatly improved merit personnel plan. A companion measure would have established a state employees' retirement system. A different sort of proposal would have placed the present six independent state colleges and universities under a single board of trustees.

JAMES W. MARTIN, *Director*

Bureau of Business Research,
University of Kentucky

New Hampshire Constitutional Convention This Month

In preparation for the constitutional convention of New Hampshire, which holds its first session May 12, conferences and other meetings have been held in various parts of the state to consider desirable revisions and methods of accomplishing them.

A need to broaden the sources of revenue of the state is considered a chief objective of revision. Additional forms of state taxes have been discussed, including a sales tax, to supplement liquor and racing taxes.

Reduction in size of the legislature is urged by many people. The House of Representatives has 399 members, including 53 from towns so small that although each had a representative at the 1947 session he does not attend the succeeding one; and 53 other small towns were unrepresented this year. While the Senate has only 24 members the basis of senate districts is under attack, as they are supposed to be equal in the amount of direct taxes paid.

Another issue concerning the legislature is a fair method of mileage allowances.

Questions of the scope of county government and of its reform or abolition have received considerable preliminary attention.

Local units of the League of Women Voters have been taking a part in public education concerning the issues, although the state league has not voted active support of revision.

Piecemeal Revision Urged for Kentucky Constitution

A leading opponent of a constitutional convention for Kentucky, Cassius M. Clay, member of the "Committee of 1000 to Save Our Constitution," has recently commended submission of two proposed amendments to the people at

the general election next year. One would increase the compensation for state officers; the other would raise from 10 per cent to 25 per cent the portion of state school money that may be used to assist schools in the poorer districts.

The Louisville *Courier-Journal*, while discounting the chances of such piecemeal amendments, applauds the support of former convention opponents and urges cooperation. It points out that a proposed amendment to increase the number of amendments to be submitted to the people at one election was advocated by some members of the Committee of 1000 but was opposed by others and failed in the legislature.

Michigan One-Man Grand Jury Held Unconstitutional

The unique Michigan practice whereby a single judge acts as grand jury, prosecutor and sentencing magistrate, in non-public sessions, has been outlawed by the U. S. Supreme Court as a denial of due process of law. The American Civil Liberties Union participated in the appeal to the court, assisting William H. Garrison, Detroit lawyer, who has long challenged the system. The opinion described the procedure as follows:

"In the case before us the petitioner was called as a witness to testify in secret before a one-man grand jury conducting a grand jury investigation. The investigation became 'a trial,' the grand jury became a judge, and the witness became an accused charged with contempt of court—all in secret. Following a charge, conviction and sentence, the petitioner was led away to prison—still without any break in the secrecy. Even in jail . . . his lawyer was denied an opportunity to see and confer with him.

"And that was not the end of secrecy. His lawyer filed in the State Supreme Court this habeas corpus proceeding.

Even there the mantle of secrecy enveloped the transaction and the State Supreme Court ordered him back to jail without ever having seen a record of his testimony, and without knowing all that took place in the secrecy of the judge's chambers."

Court Reorganization Plan Proposed for Ohio

The Ohio Bar Association is supporting the idea of a proposed reorganization of the judicial system of that state and has authorized a statewide committee to prepare a definite plan for such reorganization.

Per Cent of Veterans in Federal Service Doubles

The percentage of federal employees who are veterans or are entitled to veteran preference has virtually doubled in the last two years.

Recent statistics of the U. S. Civil Service Commission show that 44 per cent of federal government employees have been appointed through veteran preference, whereas in December 1945 only 23 per cent were veterans.

Some 777,000 federal employees in the continental United States now have veteran status. Ninety-five per cent of these are men; 60 per cent of the others are women with military service records. The balance are wives of disabled veterans or veterans' widows.

"Land Economics" Journal's New Name

The *Journal of Land and Public Utility Economics*, which is nearing a quarter-century span of publication, has adopted the shorter name of *Land Economics*, with a subtitle, "A Quarterly Journal of Planning, Housing and Public Utilities." Its editorial policy remains the same. The magazine is published by the University of Wisconsin as part of its effort to encourage scientific research and scholarship.

Researcher's Digest Edited by John E. Bebout

Constitution Revision by the Research Method

*Louisiana Law Institute
Sets Pattern for Others*

THE research program now under way in connection with the revision of the Louisiana constitution is the product of two factors: first, the length, complexity and confusion of the constitution; second, the procedure adopted by the legislature.

The constitution covers 242 printed pages, not including some 179 acts, ordinances, resolutions of boards and provisions of previous constitutions which are incorporated by reference. They would add 400 pages. The result is to render vast sections of the document incomprehensible except to the specialist.¹

Probably because of the complexities of the document and experience with previous constitutional conventions, the legislature in 1946 instructed the **Louisiana State Law Institute** to prepare a draft of a new constitution to be submitted, with supporting studies, between March and December 1948.

The Law Institute is an official law reform agency composed almost exclusively of lawyers.² It has established

a reputation for accomplishment through projects involving revision of the criminal code and the general statutes of the state.

The institute's research program for constitutional revision is different from preparations for constitutional conventions in Massachusetts, New York, Illinois, Missouri and New Jersey³ in that it is geared to the immediate production of a draft constitution and because it must meet certain demands of the established procedures of the institute. The institute, for example, organized a general committee for co-ordination of the project and seven subcommittees each assigned a specific field of the constitution.

Subcommittees at Work

Each subcommittee prepares a draft on its assigned subject. The general committee then reviews the draft which is subject to further review by the council (the governing body of the institute) as well as by the general membership.⁴

The subcommittee and general committee stages, however, are similar to the usual procedure of a constitutional convention. This is one reason why some of the experience of the research staff of the institute may be of interest to other states contemplating constitutional revision, particularly if their constitutions are lengthy. The difficulty that one of the institute's committees experiences in isolating the most important issues and concentrating its time on them, and the technical difficulties involved in considering and

¹For a summary of the defects of the present Louisiana constitution see Kimbrough Owen, "The Need for Constitutional Revision in Louisiana," *Louisiana Law Review*, November 1947, pages 1-104. Appendices tabulate confusing terminology in the constitution, apportionment, the judicial system under the various Louisiana constitutions, special tax districts in Jefferson Parish, the amendment process and statutory material in the constitution.

²For the organization of the Louisiana State Law Institute see John H. Tucker, Jr., "The Louisiana State Law Institute," *State Government*, January 1948.

³See the *REVIEW*, March 1948, pages 140-144.

⁴For details see Kimbrough Owen, "Constitutional Revision in Louisiana: The Preliminary Stage," *State Government*, December 1947, pages 304-306.

presenting drafts are the same that a convention committee would meet.

The difficulties of the Louisiana 1921 convention bear this out. This experience indicates some of the functions, other than conventional fact finding, which a research staff can perform. If they are not performed the result may be a poor constitution. In the revision of a long constitution both convention and public are in constant danger of bogging down in detail.

Tackling Long Constitution

One of the difficulties of a long, frequently amended constitution is that material on a particular subject may be scattered throughout the document. If material is assigned according to its title in the constitution alone the work of the committee is likely to be fragmentary. The institute found that it was a formidable research job to comb the constitution and reorganize it so that a committee on local government, for example, could concentrate on all the sections of importance to local government.

A logical arrangement also indicates duplications and inconsistencies that otherwise might be carried over into the new document. The inclusion in the material assigned the local government committee of limitations on special legislation and of the governor's power to fill local vacancies, for example, insures that these matters be considered from the point of view of local government as well as from the point of view of the legislature and the executive, in whose articles the present constitution places them.

Even so, we found that the volume of material confronting a committee may be so extensive that valuable time is lost on questions which are relatively unimportant unless the research staff after careful study indicates the provisions which have expired or which are no longer applicable. If the reasons

for the inclusion of some of the provisions in the present constitution can be explained there will be little objection to deletion. Otherwise uncertainty may be sufficient reason for carrying them over into the new draft.

On the remaining material the research staff offers assistance by attempting to crystallize the most important issues. In this connection carefully planned studies are essential, first, to indicate criticisms of existing arrangements and, second, to give the pro's and con's of alternatives. Unless the studies are presented at the beginning, there may not be sufficient interest to request them later. For example, the principal local government issues concern home rule and debt and tax limitations. Factual studies on these problems as related to the state, prepared before the local government committee met would have saved considerable time, by concentrating discussion on this area rather than on such questions as moving the parish courthouses.

For purposes of comparison the pertinent provisions of the *Model State Constitution*⁶ and one of the more recent state constitutions have been found to stimulate interest and promote critical thinking.

Saving Time

A committee thus equipped by a research staff is in a position to devote its time and the practical experience of its members to the best use.

A second unorthodox service of the research staff consists in the review of preliminary drafts prepared by committees, a review not for matters of policy but for technical flaws, inconsistencies and omissions. A small specialized staff with one member representing the field of each committee may uncover flaws that neither com-

⁶National Municipal League.

mittee nor group discussion would uncover or that would at best consume committee or convention time with technical rather than policy matters. Uniformity of style can also be secured before general discussion rather than after, an accomplishment that tends to concentrate attention on matters of importance.

In the presentation of the final committee report for general discussion the research staff can also assist in focusing attention on the major changes involved. Conflicts of policy with reports of other committees previously considered will be highlighted. In the method of presentation of the report, the research staff can be of assistance, summarizing the changes effected by the committee, including pertinent factual information used by the committee, and employing such visual aids as reapportionment maps, population charts, statistics on judicial business.

One objection to striking material from a long constitution is the fear that it will not be replaced by subsequent legislation. The research staff can assist in keeping track of all deleted matters requiring legislation. Its integration with existing statutes under the new constitution may in itself be a project requiring considerable study before presentation to the legislature.

Informing Public

Responsibility for an informed public opinion is not a primary function of the research staff, but timely releases of studies on state problems can do much in this direction. Articles for publication in the press and state law reviews can be fashioned from research materials.

Consideration can be given to the preparation of a citizen's handbook on constitutional revision based on the materials to be presented to the subcommittees, and designed to acquaint the layman with the principal issues

involved and give him some of the essential facts necessary for an intelligent decision. Public interest and public concern will thus be reflected in the actions of the convention. Once the convention has completed its draft the research staff is competent to point out the changes represented.

It is evident that the use of a research staff for such diverse functions as those pointed out above would represent a decided change from the usual limited place which research occupies in the convention framework. It would involve provision for the operation of the staff for months before the convention is called and would involve a respect for its objectives from convention members that researchers seldom enjoy. It affords, however, an effective technique for shortening the long constitution.

The research staff, if given several months to prepare for the convention, need not be an elaborate organization of specialists. In spite of the length of the Louisiana constitution and the knotty research problems involved, a relatively small research staff has been sufficient. Two full time research workers and from six to eight part-time law students constitute the research staff of the Law Institute. Each is assigned to a specific field, or part of a field; each has gained a background in the problems of the field, and each has become thoroughly familiar with the work of a particular committee and prepares the research material requested by it.

The drafts prepared by the committees, however, are considered by the whole research staff meeting together. Special research consultants have been obtained from time to time for specific problems on an honorarium basis, and the views of professional groups have been channeled through the staff to the committees.

Outside Sources

In preparing research materials an attempt has been made by the institute staff to concentrate efforts on important Louisiana problems and to rely for comparative materials on secondary sources. A good knowledge of bibliography avoids repeating work already done elsewhere. Particularly useful in this connection have been the constitutional research bulletins and volumes prepared in connection with conventions in New York, Illinois, Missouri, Massachusetts and New Jersey. They offer a mine of information on most of the reforms of state government. W. Brooke Grave's text, *American State Government*⁶ is a one-volume compendium of useful information. *The Book of the States*, published by the Council of State Governments, contains comparative charts on a wide range of information.

Among periodicals THE NATIONAL MUNICIPAL REVIEW and *State Government* have been found particularly helpful. The National Municipal League's conferences on government permit an exchange of ideas and a source of personal contact with authorities in state and local governments that are worth a great deal to anyone concerned with constitutional revision.

In conclusion, a small research staff organized before a convention is called but maintained during the convention as a technical aid offers great possibilities for large returns on a small investment. In Louisiana it would have greatly assisted the convention of 1921 and its use in connection with the preparation of the Law Institute's draft may afford a concrete demonstration of the value of "unorthodox" research. One aspect of the research problem, however, cannot be overstressed. In all the activities referred to above, it must be objective and factual. It can-

not become a special pleader for any cause, not even a short constitution.

KIMBROUGH OWEN

Director of Research

Louisiana State Law Institute

Constitutional Research for California Revision Project

California's Joint Interim Committee on Legislative Constitutional Revision has a very limited research program. The \$50,000 granted for expenses of the committee makes it virtually impossible to engage in the kind of study invited by an effort to overhaul and streamline a 69-year-old constitution with 259 amendments.

The committee's general counsel, Norris J. Burke, is preparing a draft of each article of the constitution, following three "codification" principles:

(1) elimination of obsolete matter, of which there is relatively little; (2) a clear and concise statement of basic principles to substitute for present confused, duplicating or redundant sections; (3) relegation of statutory minutia to separate "organic" status, superior to statutes and immune from legislative amendment but not part of the constitutional document itself.

These drafts do not embody substantive changes except by possible inadvertence. As each is completed it is submitted to one of the ten subcommittees into which the full revision committee has been sectioned. Substantive modification can be proposed and approved at this point.

Technical advisers, drawn from the advisory membership of the committee, have been assigned to each subcommittee. These advisers will make appropriate special studies but, without clerical assistance or unified direction of effort, the work will be sporadic and inadequate at many points. As long as emphasis is upon "codification" of the unwieldy 72,000-

⁶D. C. Heath & Company, Boston.

word document—a worthy enterprise in itself—extensive research is not a major need. But alterations involved in full modernization of such a constitution merit more research support than is here provided.

WILBERT L. HINDMAN, *Consultant*
California Joint Interim Committee
on Legislative Constitutional Revision

Other New Studies of State Constitutions and Government

H. V. Thornton, professor of government at the University of Oklahoma and research consultant to the **State Legislative Council**, is directing a series of constitutional studies being prepared for the Council's **Constitutional Survey Committee**. Studies so far published are: "What a Constitution Should Contain," "Hand Book on Executive and Administrative Agencies," "Administrative Organization in Oklahoma," "The Chief Executive" and "Administration of Finance in Oklahoma."

The **Legislative Reference Bureau of the University of Hawaii**, Norman Meller, director, has published a 42-page report on *A Constitution for Hawaii*. Mr. Meller points out in his foreword that Hawaii must look to the constitutions of the various states for guidance when framing its own, and so the report contains articles on "What Should a Constitution Contain?" by Dr. W. Brooke Graves, "What a Constitution Should Contain," by Dr. H. V. Thornton, "Recent Constitutional Changes in State Governments," by Dr. Kimbrough Owen, and a summary of "The New Constitution of New Jersey."

Constitutional problems in Illinois are discussed in four articles in the *University of Chicago Law Review*. They are: "The Illinois Constitution and the Courts," by Samuel W. Wither, Jr.; "The Illinois Constitution and Home Rule for Chicago," by Barnet Hodes; "The Illinois Supreme Court

and Zoning: A Study in Uncertainty," by Richard F. Babcock; and "A Study of the Illinois Supreme Court," by the *Law Review* staff and William H. Speck.

"Judicial Review of Administrative Adjudication: Some Recent Decisions of the New York Court of Appeals," by Robert M. Benjamin, has been reprinted from the *Columbia Law Review*. The article concerns decisions selected by Mr. Benjamin because, in his opinion, "they deal with problems of first importance to the sound development of administrative law" in New York State.

T. C. Geary, professor of government at the **University of South Dakota**, has written *Law Making in South Dakota* (38 pages), published by the university's **Governmental Research Bureau**, W. O. Farber, director.

State Control of Business Through Certificates of Convenience and Necessity is a comprehensive 154-page study by Ford P. Hall of the **Indiana University Department of Government**. The report, published by the university's **Bureau of Government Research**, P. S. Sikes, director, covers the history of such certificates; their purpose, nature, constitutionality, the kinds of businesses they affect, procedure, factors considered in issuing certificates, the certificate as a planning device and other matters. Court and commission cases are listed in appendices.

Interim Legislative Study Assignments—1947 is a 73-page list published by the **Council of State Governments**, Frank Bane, executive director. The report, priced at \$1.25, brings together in one publication brief statements about the interim studies being made at the direction of the legislatures which met in regular session in 1947. The 23 states with legislative councils or their equivalents are listed. A state-by-state list of interim projects and the agency conducting each one follows. This list is cross-referenced by subject

in the last section, and indicates that matters receiving particularly widespread attention are the organization and operation of state government, problems of tax and fiscal policy, and educational facilities and financing.

The **Utah Foundation**, Stanley J. Stephenson, managing director, has issued a *Research Report* on the Utah State Liquor Control Commission. Utah is compared with the other fifteen states operating alcoholic beverage monopolies, and financial and administrative conditions are discussed.

Areas and Forms of Local Government

The city of Flint, Michigan, has received concentrated attention in two reports published by the **Institute for Human Adjustment** (Clark Tibbitts, director), **Horace H. Rackham School of Graduate Studies, University of Michigan**. *Local Government in the Fringe Area of Flint, Michigan*, by I. Harding Hughes, Jr., covers the four townships touching on and surrounding the city, units of government, revenue, political setting and direct services. A supplement to Mr. Hughes's study is a digest of a talk by Dr. Arthur W. Bromage, professor of political science at the University of Michigan, describing seven possible solutions for the fringe problem.¹

In the other report, Robert C. Schmitt, considers *The Future Population of Metropolitan Flint*. Covering the whole metropolitan area, the author describes its past population growth and his estimates of its future population. Both long reports, which are thoroughly annotated and provided with tables

and graphs, are available from the University of Michigan Press at Ann Arbor for 50 cents each.

The **Missouri Public Expenditure Survey** advocates the provision of simpler forms of county government for the less wealthy fourth class counties of the state. The survey's brochure describes three bills pending in the legislature which provide the county clerk form, the commission form and the consolidated offices form.

Many New York counties are not using to the fullest extent their constitutional privilege of home rule, says the **Buffalo Municipal Research Bureau**, in an issue of *Just a Moment*. The recent practice of state legislators of introducing special acts "without formal knowledge or consent of the local unit involved" should be terminated, according to the bureau.

The third and fourth in a series of bulletins describing the forms of government in use in American cities deal with the commission form and the council-manager form and are issued by the **Woonsocket Taxpayers' Association**, William H. Cunningham, executive director.

The **Tax Foundation** has issued a one-page selected bibliography on government corporations and authorities to supplement the article on authorities by Luther Gulick in its *Tax Review*.²

The **St. Louis Governmental Research Institute** discusses "The Problem of St. Louis County Finances" in a recent issue of *Dollars and Sense in Government*. The institute points out that "very significant improvements could be effected in the St. Louis county government through the adoption of a home rule charter."

¹See the REVIEW, November 1947, page 574, for extracts from Dr. Bromage's talk.

²See this REVIEW, January 1948, page 43.

Citizen Action Edited by *Elsie S. Parker*

Wisconsin County Welcomes New Voters

Centennial Celebration and Citizenship Day Combined

ONE OF the few places which annually celebrates Citizenship Day—set by presidential proclamation for the third Sunday of May each year—in the manner intended by its originators is Wisconsin, where the plan was first carried out in Manitowoc County.¹ The success of that county's citizen educational program and celebration for young voters was so great that shortly after its inception in 1939 the state legislature made it mandatory on all its counties to hold citizenship day programs.

This year Dane County (including Madison) will tie in its celebration with the state's one-hundredth birthday on May 29.

"We have very important information about you—about you becoming 21 years of age. All your other birthdays may be considered a private affair, but ALL of us have a stake in your 21st," says the introductory paragraph of a letter sent to all Dane County 21-year-olds.

"This notice is IN FACT A SUMMONS FROM DANE COUNTY GOVERNMENT," continues the letter, "a summons to take an active part in the forthcoming CENTENNIAL program

and in future civic and governmental affairs."

The Dane County program includes a county convention of all new voters estimated at nearly two thousand to meet about three weeks before May 29 for the election of officers and committees to help on Centennial Day and to aid in the completion of arrangements for the welcoming of new voters, the parade of floats, bands and marching units, and a musical festival to follow the parade events; to work with local government officials in meeting youth problems; and to aid in planning the 1949 new voter program. New voters have been organized by towns, villages and, in the larger communities, by wards; discussion groups have been set up to stimulate interest in public affairs and to help make the combined centennial and new voter celebration a real success.

Director of the New Voter Organization for Centennial Committee in Dane County is Dr. R. J. Colbert, director of the Bureau of Community Development of the University of Wisconsin's University Extension Division and founder of the Manitowoc Plan.²

In many parts of the country Citizenship Day—"I Am an American Day," as it has come to be known—has strayed somewhat from its original intent as an initiation of young people reaching voting age into the activities of public affairs. Most celebrations revolve around the welcoming of newly naturalized citizens, a worthy object but one which ignores an important part of the new voter picture.

¹See the following references in the REVIEW: "Citizenship Day in Manitowoc," by S. V. Norton, July 1939; "A Date in History," editorial, May 1940; "Nation's Citizenship Day," by Jerome Mahlberg, June 1942; "For the Record," editorial, June 1944; "Citizenship Day in Transition," July 1945.

²See his article in this issue, "How to Plan Citizenship Day," page 245.

Planning Groups in Action

The 1948 National Citizens Conference on Planning of the **American Planning and Civic Association**, Harlean James, executive secretary, will be held May 17-19 at Newark, New Jersey. Headquarters will be at the Essex House. Topics on the conference program will include local transportation, off-street parking, downtown congestion, area planning, regional parks and parkways, state land-use patterns and national public land and conservation policies. Particular attention will be paid to plans for the New York and Newark region. Round tables will be held on citizens organizations for community planning, state planning, planning education, zoning and similar subjects.

The **Citizens Development Committee**, "to further the progress of the Cincinnati area," is successor to the **Citizen Planning Association for the Development of the Cincinnati Area**, reports the new organization's *Bulletin*. Sherwood L. Reeder, executive secretary of the planning association will continue with the new group.

"Organized four years ago," comments the *Bulletin*, "the Citizens Planning Association set as its principal goal the preparation of sound plans for the future development of the Cincinnati area. Completion of the master plan by the City Planning Commission marks the achievement of that objective. The civic-minded citizens of the metropolitan area now look forward to a program of sound development during the years ahead. The master plan tells us what is needed. It is a guide for future progress."

The **Citizens' Council on City Planning of Philadelphia**, Samuel B. Zisman, executive director, now has 120 neighborhood and local groups af-

filiated with it, reports the council's *News Letter*. At a recent delegates' meeting of the council, joined by representatives of the Philadelphia Redevelopment Authority, the speaker was Richard L. Steiner, director of the Baltimore Redevelopment Commission.

At the annual meeting of the council, held late in 1947, retiring president Walter M. Phillips restated the organization's goal, "to establish and give support to the city planning process." The new president, Allen G. Mitchell, cited future aims, "to mobilize the public good will created by the Better Philadelphia Exhibition into a strong and continuing public support for planning and improvement of the Philadelphia area."

Awards were presented to Dr. C. Leslie Cushman, associate superintendent of Philadelphia schools in charge of curriculum, who led the way in interesting school children in city planning, and to Julian L. Greifer, head of the Neighborhood Center, who was the guiding spirit of the Neighborhood Planning Conference of the South Philadelphia Coordinating Council which, after two years of study and surveys, presented recommendations for the improvement of the area to the City Planning Commission.

New York Activities

Communities in Conference—a report of the experience of communities in the New Jersey-New York-Connecticut Metropolitan Region as given at the Second Regional Plan Conference on Community Planning (28 pages, one dollar) has been published by the **Regional Plan Association of New York**, Frederick P. Clark, planning director. It was edited by Henry Davis Nadig, the association's public relations director.

Another publication of the association is *The Future of Large Metropol-*

itan Areas—London, New York, an address by F. J. Osborn, chairman of the executive committee, Town and Country Planning Association, London, with introductory remarks by Paul Windels and editorial comment from the New York *Herald Tribune* (twelve pages mimeographed, one dollar).

The first all-borough **Citizens Conference on Community Planning in New York City** was held April 8. Organized by seven city-wide groups, it was co-sponsored by some 40 community organizations of Greater New York, announced C. McKim Norton, executive vice president of the Regional Plan Association and chairman of the conference's executive committee. The conference was called to stimulate participation by citizens in the development of their particular neighborhood. Sponsoring groups were the **New York Citizens' Housing Council**, **New York Citizens Union**, **Municipal Art Society**, **New York chapters of the American Institute of Architects and American Society of Landscape Architects**, **New York City League of Women Voters** and the **Regional Plan Association**.

Ohio, Other States

The **Ohio Planning Association** held its annual conference, December 7-8, at Toledo, under the sponsorship of the Toledo Regional Planning Association and the Toledo-Lucas County Planning Commissions. The association is made up of the planning commissions of Ohio cities as well as citizen planning groups. Topic of its discussions this year was "Rural Zoning," a timely subject in view of the recent passage by the legislature of an act enabling Ohio counties and townships to zone unincorporated areas.¹

"The Parking Survey—What It Is—How It Is Conducted—What It Is Expected to Accomplish" was the topic

of a luncheon meeting of the **Toledo Regional Planning Association**, Frank Sohn, president. Speakers were Porter McDonnell, vice chairman of the Toledo-Lucas County Plan Commission and director of the parking survey, and Carl Britsch, architect, representing the planning association. Another meeting, discussing "Housing—the Need and the Answer," was addressed by officials of the Toledo Housing Board.

A community improvement conference, under the joint auspices of the **Georgia Citizens' Council**, Lon Sullivan, director, and the **Augusta Chamber of Commerce**, L. S. Moody, secretary, was held late in February. Subjects discussed were zoning and long-range planning. It is hoped that this conference will set a pattern for similar occasions in other Georgia communities.

The **Second Community Planning Institute of the Indiana Economic Council** met late in March at Spring Mill State Park. Topics for discussion included: the mayor and other public officials in planning, citizens advisory and working groups, business and industry in the planning process, the urban-rural fringe, etc.

Members of the **Chicago City Club's Committee on Local Government and Administration** recently listened to Robert Kingery, general manager of the Chicago Regional Planning Association, who reported on current planning activities of the fifteen counties adjacent to Chicago. Another meeting was addressed by Carl L. Gardner, executive director of the Chicago Plan Commission, on community planning and neighborhood improvement.

Your Investment in the Future of Metropolitan Grand Rapids (sixteen pages) has been published by the **Metropolitan Grand Rapids Planning Association**, Chester C. Ridge, ex-

¹See the Review, January 1948, page 7.

ecutive vice president. The report emphasizes, with graphic illustrations, the need for local planning and action.

The February issue of *Jersey Plans*, issued by the **Bureau of Planning in the New Jersey Department of Economic Development**, Leo A. Smith, editor, is devoted to citizen planning efforts. Short articles describe the recently organized **New Jersey Citizens' Conference** as well as citizen planning activities in numerous communities—Princeton, Montclair, Newark, Middlesex, etc.

Parking meters are discussed in *Planning*, bulletin of the **Louisville Area Development Association**, Kenneth P. Vinsel, executive director.

Miss Miriam Strong, of the **Tennessee Valley Authority**, writes on "Bringing Citizens into Community Planning Programs," in *The Tennessee Planner*. "There is general agreement among most planners today," says Miss Strong, "that the citizen should have a larger part in planning for our local communities."

'Swapshop for Civic Ideas'

Under this title the Yonkers (New York) *Herald Statesman* devoted a short editorial to the **Westchester Conference for Community Development** held under the sponsorship of the **New York State Citizens Council** at White Plains. "One of the best ways to improve a community is to find out what is being done along that line in other places," says the editorial. "It's a bit like the rooster who brought back to the farmyard an ostrich egg to show his flock what was accomplished in other production plants. We can all benefit through an interchange of ideas. . . . Here then is an opportunity for our citizens to learn what is being done elsewhere in the state, to ask questions and to find out how it is done and what it costs."

Along the same line is an editorial in the *Jersey Observer* (Hoboken, New Jersey), "Common Meeting Ground for Communities," which discusses the **New Jersey Citizens Conference** launched at Princeton in January "to unite the citizens of the state in the development of finer communities through the cooperation of the people and their agencies on a statewide basis and through organized teamwork of the citizens in their own communities." President of the New Jersey organization is State Highway Commissioner Spencer Miller, Jr.; honorary vice presidents include Governor Alfred E. Driscoll and President Harold W. Dodds of Princeton University.¹

* * *

Learning About Local Government

Organized by the city of Cleveland and Cleveland College of Western Reserve University, under the sponsorship of a **Coordinating Committee on Public Affairs**, a unique course on city government is being given in ten weekly sessions by Cleveland College beginning April 6. At each session principles and objectives of city government as seen by the political scientist are first presented by Professor Robert Rawson. Against this yardstick of what a good city government should be, city officials will report on how the theory works out in practice. Each session will discuss a specific city department. Questions from the floor will end each period with "no holds barred on either side," says Dean John P. Barden of Cleveland College.

Aims of the course are to teach participants how to think and talk about Cleveland's governmental problems and to train leaders to present similar discussions on city problems before local communities and organizations.

Members of the coordinating com-

¹See also "State Community Development Groups Active," the REVIEW, January 1948, page 47.

mittee represent the **Community Relations Board, Cleveland and Cuyahoga County Leagues of Women Voters, Welfare Federation, Citizens League, Adult Education Division of the Public Library, Political Science Department of Cleveland College, the Council on World Affairs and the Cleveland Press.**

* * *

Citizen Forums

A series of lectures on government and citizenship, sponsored by the **Town Hall Short Course Division**, in New York, was conducted during January and February by Hon. Newbold Morris, member of the New York City Planning Commission and former president of the New York City Council. Titles of the lectures were: "How Americans Organize Politically, The Two-party System, Political Machines"; "Civil Liberties, Freedom to Organize a Party"; "A Three Way Partnership—Federal, State, Local Government"; "Your City Government is an Industrial Center, Labor Disputes, Traffic Control, Protective Services"; "Planning for the Future Growth of Cities, Local Initiative and Regional Development"; and "New York City: Its tradition and Destiny." Questions and answers followed each lecture.

A **Town Government Forum**, held in **Greenwich, Connecticut**, discussed various types of local government and their application to Greenwich. Speakers and their subjects included: Noel Armstrong, president of the Greenwich Chamber of Commerce, "Should Greenwich Make Any Changes in Its Present Form of Government?"; Richard Martin, director of the State Water Commission, "The Town Manager Plan," and Roger S. Baldwin, member of the town's board of estimate and taxation, "Our Present Form of Government." The forum was sponsored by the Junior Chamber of

Commerce with some twenty additional groups cooperating.

* * *

Council for Education

Organization of **A Council for Education in Waterbury, Connecticut**, is a direct result of the local **League of Women Voters'** concern about education in that city, reports *The Connecticut Voter (League of Women Voters of Connecticut)*. The newly organized council will consist of 125 persons, including three delegates from the League of Women Voters, three from the **Taxpayers Association**, six people who worked on a survey of Waterbury schools made by the State Department of Education, twenty or thirty representative citizens, and the balance parents named by PTA's and by school principals. One of the first activities of the council will be a study of the results of the recent survey and action to see that the recommendations it makes are considered.

Civic Efforts Rewarded

After nearly four years of activity, efforts of the **Citizens' Association of Chicago**, Edward M. Martin, executive secretary, have been rewarded in the drawing of new ward boundaries for Chicago by the city council. The association has issued a mimeographed "Computation of 1940 Census Populations of New Ward Map" which demonstrates that the range between the highest and lowest ward populations has been reduced by the new divisions from 64,065 to 23,236.

The January-February issue of *The Civic Searchlight*, published by the **Detroit Citizens League**, Hale G. Knight, executive secretary, lists the votes secured by city candidates in the November election, pointing out that every successful candidate had a preferred or qualified rating from the league.

County and Township Edited by Elwyn A. Mauck

Cities and Counties Consider Consolidations

Merger of Police, Health, Other Functions Debated

CONSOLIDATION of the governments of counties and the cities within them, as well as consolidation of functions now carried on separately by cities and their counties, continues to be discussed and accepted as a step forward in efficiency.

The Chamber of Commerce of Austin, Texas, has appointed a committee to study the feasibility of consolidating the city government with that of Travis County. The committee will devote a year or more to study of the question and will then report its findings to the chamber's board.

Although there is extensive functional consolidation already existing between the city and county of Los Angeles,¹ a veteran county supervisor, J. A. Ford, believes there should be a complete merger of all governmental units in the county. There are seven cities surrounded or almost surrounded by other cities,² several dozen public purchasing agencies, fourteen "shoe-string" areas of land annexed to some local governmental unit but only a few hundred feet wide and up to fifteen miles long, and a large number of school districts that collectively resemble a jigsaw puzzle.

Local city-county consolidation has proven a success in sewage disposal, flood control, registration of voters and sealing of weights and measures. In another field of local cooperation, that

of county assessment and collection of Los Angeles city taxes, it is estimated that the city saves nearly a half-million dollars yearly. In addition, it would cost an estimated million dollars merely to install a city assessment and collection system.

In Wisconsin the Milwaukee County board of supervisors has under consideration a resolution to consolidate all local law enforcement agencies in the county. The resolution calls for appointment of a committee consisting of representatives of all municipalities in the county, the Citizens' Governmental Research Bureau, the City Club, and the county corporation counsel's office. The permissive legislation enacted recently regarding city-county health consolidation, applicable to all Wisconsin counties, has been utilized only by Eau Claire County.

In Florida the city health departments of Clearwater, St. Petersburg, Tarpon Springs and other cities in Pinellas County are being merged into a single county department. Also, the sanitation activities of the Lakeland, Florida, health department are being assumed by the Polk County health department.

The Lansing, Michigan, health department has been merged with the county-wide public health department of Ingham County. The city hospital has been leased to the county.

In the Detroit metropolitan area, Wayne County is cooperating in the construction of the vast expressway system. The plans for the first two units, estimated to cost more than \$60,000,000, have been approved by all governmental agencies involved. The federal government will pay half the construction cost and one-third the cost of the right of way. Wayne County's

¹See "Neighboring Areas Join Hands," by Judith Norvel Jamison, the REVIEW, March 1946, page 111.

²See page 256, this issue.

share will be one eighth of the construction cost and one-sixth of the cost of the right of way. The city will match the county's contributions and the remaining cost will be borne by the state.

Charlotte and Mecklenburg County, North Carolina, have started a plan for joint care of emergency, police and accident cases at the local hospital. Regular city and county hospital cases also are cared for under combined authority.

In Ohio, consolidation of health departments in the Cleveland area is being considered, and the Toledo master plan calls for merger of the city's health department with that of Lucas County.

Missouri Home Rule for Small Counties Stalls

Class IV counties in Missouri, which have been defined by statute as those with less than ten million dollars assessed valuation, still do not have authority to choose an optional charter under the state's 1945 constitution. Three bills providing three alternative forms for these counties have long been pending in the legislature.¹ They passed the lower house over a year ago and are under consideration by the Senate. The alternatives are identified as the county clerk, consolidated offices and commission forms.

The county clerk form combines the functions of the county clerk, county assessor, county collector and county treasurer into the office of an elective county clerk. The consolidated offices form combines the offices of county clerk, county assessor, county treasurer, circuit clerk and recorder into the office of an appointive county clerk. The commission form combines the office of the county clerk with that of the presiding county judge and combines the

functions of the two associate judges of the county court with those of the county assessor and the county collector. The functions of the county treasurer are placed in the office of the county collector. The county court, consisting of the clerk, assessor and collector, would determine the clerical needs of all county offices, including those not affected by the consolidation.

Any form could be adopted upon petition and simple majority vote of the residents at a special or general election. If more than one form simultaneously received a majority vote, the one receiving the largest number of votes would be declared the form adopted.

County Road Administration Studied

County road administration and construction was one of the subjects of discussion and study at the joint meeting held recently in Washington by the American Road Builders Association and the American Institute of Local Highway Administration.

At the meeting the need for efficient county highway units was stressed. One speaker urged that all state highway departments establish secondary road divisions to improve county departments and expedite the federal aid secondary road programs. He argued that county highway departments will not secure adequate funds for their needs until they can demonstrate that they are efficiently organized.

A committee appointed by Minnesota county highway engineers recently conducted a survey of highway needs for the next decade in that state. Each county was requested to prepare a map indicating its road needs. Estimated needs for the ten-year period 1950-59 approximated \$312,000,000. Costs will be met in part by the federal secondary road program with technical advice

¹See the REVIEW, April 1947, page 225.

and assistance secured through the secondary roads division of the Minnesota Department of Highways.

The secondary roads division has been channeling requests for technical information from county engineers to specialists and sponsoring meetings and short courses at the state university. It has cooperated in the appointment of committees to study highway laws, cost accounting, construction standards and standard bridge and culvert designs.

A recent issue of *Better Roads* notes marked progress in county road administration in California and Missouri.

Progress in California

In the former state the improvement is primarily the result of the Collier-Burns highway act passed by the 1947 legislature. This act requires the integration of all county road functions into one county-wide department.

Before passage of the act, in most counties each member of the five-member board of supervisors administered the highways in the district from which he was elected. Each supervisor was allotted one-fifth of the available highway funds. It had become increasingly obvious, however, that highway activities such as planning, programming, control of funds, technical design, acquisition of right-of-way, maintenance, traffic safety programs, research, construction, control and accounting operations could not be administered efficiently on a disintegrated basis.

The sanction held by the state over the county highway department structure is through the state aid program. These programs, financed by motor vehicle registration fees and gasoline taxes, involve grants to counties based primarily on equal payments to each county and on the

number of motor vehicle registrations in each county.

The California Division of Highways, however, exercises only nominal control over the county departments and attempts to permit a maximum degree of home rule. In order to secure closest possible coordination it has established a county relations department at the state level and, to enable its district officers to establish close liaison with the county departments, it has created the office of county relations engineer in each.

Missouri's Five Year Plan

Missouri reports substantial progress in its five-year state aid program to improve county roads. The state plans to appropriate \$2,000,000 annually for state aid not to exceed 50 per cent of the cost of construction up to a maximum of \$750 per mile. By December 1, 1947, the plans of 105 of the state's 114 counties had been approved by the State Highway Department.

The metropolitan and prosperous rural counties generally had submitted plans calling for the full amount of their allotments, but the less prosperous farming areas and the Ozark regions had requested only a small percentage and in some cases none of the funds that they could have secured on a matching basis.

Despite the fact that an independent survey recently conducted for the Wisconsin state legislature recommended transfer of the functions of state highway maintenance, including ice and snow removal, from the counties to the state, the opinions of the governor as well as others are in favor of continuation of the present system. They emphasize that personnel and equipment can be utilized most economically when used on both state and county roads in a county, while separate systems would require that the state per-

(Continued on Page 288)

Taxation and Finance Edited by Wade S. Smith

More Cities Levy Income Taxes

Pennsylvania Communities Look for Large Returns

RECENT adoptions of a local income tax in Pennsylvania municipalities, under revenue powers conferred by the 1947 legislature, as well as action elsewhere, tend to make this a most significant local tax development, says the Municipal Finance Officers Association. Local governments with such taxes have increased from three to fourteen within the past six months.

Recent adoptions of the tax in Pennsylvania have been made in Blakely, Clark's Green, Clark's Summit, Johnstown, Monessen, Scranton, Sharon, Sharpsville, Throop and the Coraopolis school district.¹ Most of these new local income taxes are one per cent levies on salaries, wages, commissions and other compensations as well as on business earnings.

Johnstown expects \$500,000 from this source during its first year; Sharon expects its 7-mill tax to yield \$345,000; Monessen expects \$105,000. Philadelphia's wage tax, started in 1939, is yielding at the spectacular rate of \$2,000,000 a month.

At least a dozen additional Pennsylvania localities are considering passage of such taxes. New Castle passed a 7.5-mill income tax but dropped it later after reducing the budget for the coming year and increasing the property tax rate.

Columbus, Ohio, recently adopted a local income tax similar to that imposed in Toledo in 1946.²

St. Louis passed a one-fourth of one per cent income tax in 1946 but it was declared unconstitutional last year. The Missouri Senate, however, has passed and sent to the House of Representatives a bill which would permit the city to levy a one-half of one per cent local income tax. An earlier bill which would have given similar authority to other Missouri localities was discarded.

Last year an effort was made in San Francisco to pass a local income tax but it failed. Similar efforts in Denver and Minneapolis also met with defeat.

Jersey Legislators Raise 'Take' from Wagers, Increase Salaries

A bill to increase the state's income from horse-race betting has been enacted by the New Jersey legislature. Under the new law the "take" will be increased from the present 10 per cent to 12 per cent. The law also computes breakage at the dime rather than to the nickel and gives all breakage to the state. The increases are expected to yield the state an additional \$5,285,000.

Legislative members also raised their own salaries from \$500 to \$3,000 for the session. Pending are other bills to grant blanket increases for other state employees.

The salary increase for legislators was made possible by the revision of the New Jersey constitution last year, removing a century-old limitation on legislative compensation. Governor Alfred E. Driscoll had recommended an increase to \$2,500, but without a dissenting vote the legislature enacted the higher \$3,000.

Following enactment of the legislative pay increase measure, state employees jammed an assembly ses-

¹See the REVIEW, October 1947, page 539.

²See the REVIEW, January 1948, page 59, and March 1946, page 108.

sion to applaud efforts of Assemblyman J. R. Kafes to get his Democratic-sponsored bill for a \$600 annual raise for all state employees out of committee. Republicans, who are sponsoring a \$480 minimum increase bill, blocked the move, and according to press reports were treated to calls of "you got yours" as they attempted to argue the need for more revenue.

Local Borrowing Costs Drop Slightly

Local borrowing costs, which had risen sharply following the Christmas Eve 1947 readjustment in the price of federal obligations, have declined somewhat since early March 1948.

The index of municipal bond yields compiled by *The Daily Bond Buyer*, which converts market prices for bonds bearing different interest rates to an annual interest yield basis, shows the trend. This index, for twenty representative municipal issues, reached a peak in February this year at 2.48 per cent and on March 4 stood at 2.47 per cent. By the end of March it was down to 2.42 per cent and at the end of the first week in April had declined to 2.38 per cent. In terms of the municipal bond market the trend of the index reflects higher prices, but for municipalities selling new bonds it means a lower borrowing cost.

The index had hit its low in February 1946, at 1.29 per cent, but while present borrowing costs are almost twice what they were at the most favorable period they are well below earlier levels, the highest yield as indicated by the index having been 5.69 per cent in May 1933.

With the greater part of state borrowing for soldiers' bonuses now out of the way observers generally look for a continuation of local borrowing costs at or near present levels. Relatively large city and other local government

issues are still being placed on the market. In March the Chicago Sanitary District issued \$15,000,000 for additional sewerage treatment plant construction, while \$14,000,000 revenue bonds were issued by the Washington State Toll Bridge Authority to finance reconstruction of the Tacoma Narrows Bridge. Large issues in early April included \$45,800,000 Philadelphia bonds for various improvements, \$6,860,000 Houston improvement bonds, and \$5,250,000 Cook County, Illinois, improvement issues.

County Shares Excise Taxes with Cities

A unique plan of collecting gasoline, tobacco and beer taxes and distributing them to its cities has been effected by Jefferson County, Alabama. County officials estimate that these taxes will yield \$2,725,000 during the current fiscal year. Approximately \$1,730,000 will be returned to cities during 1948 in proportion to their population and contribution to the total collections, reports the International City Managers' Association.

The county's one cent per gallon gasoline tax is expected to yield about \$825,000 a year, of which \$675,000 will be returned to cities. (Counties retain taxes on gasoline delivered for sale outside city limits.)

The tobacco tax, which includes a cigarette tax of two cents per pack, yields about a million dollars annually. After the county deducts 3 per cent to cover administrative costs, three-fourths of the remainder is returned to the cities.

Beer tax proceeds are estimated at \$900,000 for the current year of which cities will get \$337,500. An equal share is retained by the county, the remainder being earmarked for county school teachers' salaries.

Birmingham and Bessemer are the two largest cities within the county.

Local Debt Reduced in Kansas

Local governments in Kansas reduced their outstanding indebtedness, bonds and warrants from \$141,000,000 in 1930 to \$49,000,000 in 1946, according to the "Kansas Tax Rate Book," published in the *Kansas Government Journal* for January 1948. In 1947, however, the trend changed, with local government debts increasing \$13,124,000 as governmental units began construction and replacement programs delayed by the war. There were 54 counties with no outstanding indebtedness as of October 1, 1947.

The equalized assessed valuation of property in Kansas, on which the 1947 general property taxes were levied, totalled \$3,659,587,991, the compilation reveals. This is a 6 per cent increase over 1946 valuations.

In addition to local government debts, the January issue of the *Journal* carries tabulations of tax rates, valuations, number of school teachers, average monthly costs per pupil, and other related information by counties, cities and school districts.

JOHN G. STUTZ, *Executive Director*
League of Kansas Municipalities

Kentucky Alters Its Tax System

The Kentucky General Assembly, which adjourned March 19, made several changes in the state tax system. The tax rate on intangible property was cut in half and the date of assessment changed to facilitate effective administration. Also, the inheritance tax was somewhat reduced as to close relatives.

On the other hand, the state gasoline tax and the companion diesel fuel tax were advanced from five to seven cents a gallon. A 3 per cent

tax was imposed on gross pari-mutuel winnings at race tracks. Several technical amendments to the income tax were enacted but they did not alter established policy.

The legislature authorized full motor vehicle registration reciprocity. The state previously declined to exempt any common-carrier or contract buses or trucks from other states except for occasional use in the commonwealth.

JAMES W. MARTIN, *Director*
Bureau of Business Research
University of Kentucky

In Rem Foreclosures for New York

A law to provide for the foreclosure of tax delinquent property by proceedings *in rem*, passed by the 1948 New York State legislature, has been signed by Governor Dewey, who last year refused to sanction a bill for the same purpose. The law extends to New York City a privilege which has been available to up-state communities for some time and will allow the city to select the parcels against which proceedings are to be taken.

In rem tax foreclosure proceedings, which are recommended in the *Model Tax Collection Law* of the National Municipal League, may be described briefly as actions directed against the parcel of property rather than individually against the owner as in proceedings *in personam*. It provides great economies in administration as compared with the bringing of personal suit and, when accompanied by adequate safeguards to insure that the purchaser of the foreclosed property acquired a good title, has permitted cities to clear their rolls of tax delinquent property expeditiously and economically.

Local Affairs Abroad Edited by James E. Gates

Boundary Commission Makes Report

Suggests New Boundary Lines for Parliamentary Districts

THE Boundary Commission for England has presented to Parliament a proposed reapportionment of parliamentary districts.¹ Proceeding under acts of 1944 and 1947, the commission proposes to keep the House of Commons at its present size—Scotland 71 members, Wales 35, Northern Ireland 12, England 485.

In England, with 28,706,999 registered electors in a population of about 40,000,000, this gives average electorates of 59,312 per district. Continuing under a rule of trying to avoid variations of over 10,000 up or down and of not splitting familiar existing geographic areas, districts are mapped which are in no case less than 40,000 or more than 87,100. Nine per cent are somewhat over the 70,000 and 18 per cent below the 50,000 desideratum. It was considered that "in general urban constituencies could more conveniently support large electorates than rural constituencies." London, however, gets 40 seats, its exact share.

If the proceedings developed partisan heat or pulling and hauling between the parties for party advantage, as in American reapportionment tussles, the report does not reflect it, and minor variations from principle to accord with local facts have been indulged in. The task is likely to have to be done over again within the next

few years in recognition of substantial changes in the boundaries of cities expected from the review now being carried out by the Local Government Boundary Commission, but such prospective annexations as are already in sight have been taken into account.

England thus continues to provide constituencies no larger than 87,100 electors, or about 150,000 population, in contrast to the unwieldy constituencies of our members of Congress which include the statewide districts of the senators and the occasional congressmen-at-large ranging up to New York's 13,479,000 population, massive sizes which in practice alter the principle of elections by making adequate canvass too difficult and costly for the improvised and temporary campaign organizations of independents.

R. S. C.

Apathy in New Zealand Local Elections

Despite efforts to facilitate voting at municipal polls in New Zealand this year, the percentage of electors who voted was practically unchanged from previous years.

To remove various grounds which were given for failure to vote at previous elections a number of changes were made:

The polls were held on Wednesday instead of Saturday with the work day ended at 3 P.M.

As the weather had been blamed for failure of many to vote at previous elections, which were held in May, the time for holding elections was altered to November. The weather on November 19, the day of the election, was uniformly good over the greater part of New Zealand.

¹*Initial Report of the Boundary Commission for England.* London, H. M. Stationery Office, October 1947. 61 pp. 12s. 6d.

Another innovation was that an elector was permitted to vote, even though he was not enrolled, by declaring that his name was on the parliamentary roll for the district.

In county elections the voting franchise was widened to include residential qualifications.

Milestone in Australian Local Government

At a conference of representatives of the Local Authority Association of the States, reported by the *Australian Municipal Journal*, it was decided to establish a federal organization and secretariat. This organization on a federal basis was felt by the representatives present to be necessary, together with periodic conferences, so that local government might become articulate in the commonwealth sphere. In the words of one speaker, Alderman MacDonald from the Local Government Association of New South Wales, "The formation of this federal body takes local government on to a new level—giving more and better opportunities for service to the people."

Canadian Cities Use Radio for Reporting

Recognizing the value of radio as a medium for "selling municipal government" to the people of their cities, the mayors of Toronto, Edmonton and Montreal all have regular radio programs on which they explain civic affairs to citizens.

Development Handbook Issued by British Minister

The Ministry of Town and Country Planning in Great Britain has issued an advisory handbook, outlining a

set of scientific standards for the re-development of central areas, says *Municipal Journal and Local Government Affairs* (London). Produced in collaboration with other departments, and drawing from the experience of local authorities, this is the first of a series which will deal with the techniques of planning on the local level.

Much attention is given to the problems of redeveloping blitzed towns, with special reference to daylighting control, traffic and parking, main street layout, trees and open spaces, and control of the external appearance of buildings.

National Association of Parish Councils Issues Report

The official report of the first National Conference of Parish Councils,¹ held last October, has been published. It is available from the National Council of Social Service, Inc., 26 Bedford Square, London, W. C. 1. The price is 1s.

Death of Lord Derby

The death of Lord Derby, reported by the *Municipal Journal* (London), has brought forth a review of his contributions to local government in the United Kingdom. In 1911-12 he was Lord Mayor of Liverpool. For many years until his death he was president of the Association of Municipal Corporations. While his failing health in later years made it impossible for him to attend meetings, he was invariably re-elected unanimously to that post. A native of the northwest, his proudest boast, perhaps, was that he was a Lancashire man.

¹See "Britain Revives Parish Council," the REVIEW, March, page 177.

Books in Review

The Rise and Fall of Third Parties—From Anti-Masonry to Wallace. By William B. Hesseltine. Washington, D.C., Public Affairs Press, 1948. 119 pp. \$2.50.

A swift historical narrative of all the third parties in our history and their inherent difficulties. In a competent analysis the author shows as one familiar factor the failure of labor and farmers ever to travel together.

He omits full consideration of the fact that our major parties are not parties in the usual European sense of the word and have never, except at their early beginnings, comprised like-minded people. They are cumbersome, extra-official mechanistic devices for lining up two candidates for president (and two for vice president) for final elections.

In cities with nonpartisan elections numerous candidates get on primary ballots by petition, and the two highest for each post survive for the final election a couple of weeks later. On a national scale that might be achievable, but the power of great standing armies of voters, organized down to precincts, would still prevail, for the superior effectiveness of such permanent organizations is inherent in the vast unwieldiness of the nation-wide district.

Even Theodore Roosevelt, with a split-off section of the Republican party as a starter, could not organize enough of a Progressive party to conduct an adequate canvass; spontaneous combustion just is not enough when the battleground is so huge.

So as long as one party exists, a second, to rally the disaffected against it, is inevitable and we get the two-party setup—a bimopoly—in which the two parties mill around, oriented inconsistently in their principles by the necessity of facing each other like

two circling boxers. The two major parties are mechanical adjuncts of our governmental structure not mentioned in the constitution but, since we set aside the Electoral College to a perfunctory status, such adjuncts are necessary, and their flexible characterlessness may be necessary, too!

We may never have either true parties or parties that stay true on our national scene, but only sharp new spots of political coloration that appear incessantly on the surface of the great pool and presently merge to tint both "parties." Nobody designed the system, and nobody can define a Democrat or a Republican, but it works!

R. S. C.

How Should Corporations Be Taxed? Symposium Conducted by the Tax Institute, December 6-7, 1946, New York. New York City, Tax Institute, 1947. xii, 251 pp. \$4.

This symposium brought together for a discussion of taxation of corporations no less than nineteen participants. The wide scope of their contributions is indicated by the titles of the six parts into which the twenty chapters of the volume are divided: *Proposals for Reforming Corporate Income Taxes, Should Small Corporations Receive Tax Advantages?, Detailed Aspects of Corporate Income Taxation, Tax Provisions Which Affect International Trade, Does the Present Tax System Discourage Business Enterprise, and Should the Taxing Power Be Employed to Regulate the Economy?*

Like its predecessor a year earlier on *Capital Gains Taxation*, this "symposium" was no run-of-the-mill gabfest but a well planned series of discourses or short lectures by a preselected group of well qualified authorities. If the

discussions are on the whole less technical or concerned with the theoretical aspects of taxation, it is because corporation taxation is a "hotter" subject than that under discussion a year earlier, and the political climate more conducive to the classification of ideas as orthodox or unorthodox.

This volume will, however, like that reporting the preceding symposium, provide the layman with a stimulating and instructive review of some pressing economic problems, and there is a short bibliography to lead the reader into specialized aspects of the subject.

Those participating in the discussions were Roy G. Blakey, H. Christian Sonne, Matthew Woll, John L. Connolly, Richard Goode, Howard R. Bowen, J. Keith Butters, Alfred G. Buehler, Thomas N. Tarleau, M. L. Seidman, Norris Darrell, W. L. Hearne, Maurice Austin, Mitchell B. Carroll, Stanley H. Ruttenbert, Richard A. Musgrave, Roswell Magill, H. E. Humphreys, Jr., and Leon Henderson. Chairman of the Tax Institute's program committee was Harry J. Rudick.
W. S. S.

Additional Books and Pamphlets

Billboards

Billboards and Zoning. By Arthur H. Thompson. Harrisburg, Pennsylvania Department of Commerce, State Planning Board, 1948. 19 pp.

Civil Service

Concepts of Public Employee Relations. By H. Eliot Kaplan. (Reprinted from *Industrial and Labor Relations Review*.) New York, National Civil Service League, 1948. 26 pp.

Directories

Directory of the State of Oklahoma 1947. State, Congressional and County Officers; Legislatures—First to Twenty-first; Elections—1907 to 1946; Initiated

and Referred Measures. By J. William Cordell. Oklahoma City, State Election Board, 1947. 210 pp.

Education

Still Unfinished—Our Educational Obligation to America's Children. Report of a study conducted by the Institute of Administrative Research, Teachers College, Columbia University. Washington 6, D.C., National Education Association of the United States, 1948. 36 pp., Illus.

Electric Bills

Typical Residential Electric Bills 1947, Cities of 2,500 Population and More. Typical Electric Bills 1947, Cities of 50,000 Population and More. Washington 25, D.C., Federal Power Commission, 1947. 64 and 34 pp. respectively. 25 cents each.

Foreign Relations

Foreign Policies and Relations of the United States. Edited by Howard M. Ehrmann. Philadelphia, American Academy of Political and Social Science, *The Annals*, January 1948. 234 pp. \$2.

The Marshall Plan. By Sidney S. Alexander. Washington 6, D. C., National Planning Association, 1948. 68 pp. 50 cents.

Government Text Books

Kansas Government. A Short Course. By Albert B. Martin and L. W. Chesney. Topeka, Kansas, The League of Kansas Municipalities, 1947. 135 pp. 50 cents.

Governors

Governors Report on Problems, Prospects, Plans of 1948. Excerpts from Governors' Messages. Chicago 37, Council of State Governments, *State Government*, March 1948. 34 pp. 50 cents.

Health

Good Health Is Good Business. A Summary of a Technical Study by a Joint Subcommittee on Health of the NPA Agriculture, Business and Labor

Committees. Washington 6, D. C., National Planning Association, 1948. 44 pp. 25 cents.

Planning

New City: San Francisco Redeveloped. San Francisco, City Planning Commission, 1947. 24 pp. Illus.

Recreation

Recreation Facilities. Standards—Deficiencies—Recommendations. Kansas City, Missouri, City Plan Commission, 1947. 16 pp.

Taxation and Finance

Appropriations of the Twenty-first Legislature. Oklahoma City, Oklahoma Tax Commission, Research Division, 1947. 53 pp.

City Tax Legislation in 1947. New York 7, Tax Institute, *Tax Policy*, December 1947. 12 pp. 25 cents.

A Decade of Improvement in Public Finance Reporting. Guides and Techniques for Improving Reporting. By Marjorie Stafford Branscomb. Chicago 37, Municipal Finance Officers Association of the United States and Canada, 1947. 22 pp. One dollar.

Digest of Los Angeles City Retail Sales and Use Tax Law. Los Angeles, State and Local Government Department, Chamber of Commerce, 1947. 27 pp.

The First Fifteen Years. A History of the Tax Institute. New York 7, Tax Institute, *Tax Policy*, February 1948. 20 pp. 25 cents.

Important Municipal Bond Offerings by Dealers in 1947. New York, *The Bond Buyer*, 1948. 45 pp.

Louisiana's 10-Year Tax Exemption Plan for New Industries. Baton Rouge, Louisiana, State Department of Commerce and Industry, 1947. 20 pp. Illus.

Model Local Law for Enactment by City Councils of Hotel Room Occupancy Tax. Model Resolutions for Enactment by County Boards of Supervisors of Admissions and Dues Tax, Compensating Use Tax, Motor Vehicle Use Tax, and Retail Sales Tax. Prepared

by New York State Tax Commission pursuant to Chapter 278 of the Laws of 1947. Albany, New York Department of Taxation and Finance, 1947. Various Paged.

COUNTY AND TOWNSHIP

(Continued from Page 280)

sonnel and equipment would frequently be on a virtual "stand-by" basis.

Governor Rennebohm has declared, "Evidence of state-county cooperation in the highway field is found in the fact that the counties maintain the state trunk highway mileage on an equipment rental and labor reimbursement basis negotiated with the State Highway Commission. I believe this method to be basically sound for it increases economy and efficiency and keeps both equipment purchases and the need for storage facilities at a minimum."

In 1943 legislation was enacted enabling the State Audit Department, State Highway's accounting division and the County Highway Association to develop a uniform system. In April 1947 a manual and the necessary forms were issued, and subsequently regional meetings to explain the system have been conducted in various parts of the state. Although adoption is voluntary with the counties, 100 per cent compliance is anticipated.

Battle Creek Township, Mich., Adopts Home Rule Charter

By a vote of 867 to 693, Battle Creek Township, Michigan, has become the first in the state to adopt a home rule charter under legislative authorization enacted in 1947.¹ The township board shortly will determine whether it will appoint a superintendent who would serve as executive officer or manager of the township's affairs.

¹For a description of the act see the REVIEW, September 1947, page 470.